S. Hrg. 101-1147

MISCELLANEOUS NATIONAL PARKS MEASURES

HEARING

BEFORE THE

SUBCOMMITTEE ON
PUBLIC LANDS, NATIONAL PARKS AND FORESTS

OF THE

COMMITTEE ON
ENERGY AND NATURAL RESOURCES
UNITED STATES SENATE

ONE HUNDRED FIRST CONGRESS

SECOND SESSION

ON

S. 2771 S. 2802 S. 2809 H.R. 3863
S. 2818 H.R. 4834 H.R. 5084

SEPTEMBER 20, 1990

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MISCELLANEOUS NATIONAL PARKS MEASURES

THURSDAY, SEPTEMBER 20, 1990

U.S. Senate,
Subcommittee on Public Lands,
National Parks and Forests,
Committee on Energy and Natural Resources,
Washington, DC.

The subcommittee met, pursuant to notice, at 2 p.m., in room SD-317, Dirksen Senate Office Building, Hon. Kent Conrad, presiding.

OPENING STATEMENT OF HON. KENT CONRAD, U.S. SENATOR FROM NORTH DAKOTA

Senator Conrad. This hearing before the Committee on Energy and Natural Resources, the Subcommittee on Public Lands, National Parks and Forests, will come to order.

The purpose of today's hearing is to receive testimony on several bills currently pending before the subcommittee. The bills are S. 2771, to establish the Vancouver National Historical Reserve in the State of Washington and for other purposes; S. 2802 to authorize the establishment of the Fort Totten National Historic Site; S. 2809 and H.R. 3863, to amend the National Trails System to direct the Secretary of the Interior to conduct a study of alternatives for commemorating the Underground Railroad; S. 2818 and H.R. 4834 to provide for a visitor center at Salem National Historic Site in the Commonwealth of Massachusetts; and H.R. 5084, to authorize the National Park Service to acquire and manage the Mary McLeod Bethune Council House National Historic Site, and for other purposes.

I would like to ask each witness today to please summarize your testimony and please limit your oral remarks to no more than 5 minutes.

At this time, I will place copies of all the bills in the hearing record.

[The prepared statement of Senator Conrad and the texts of the bills follow:]

Prepared Statement of Hon. Kent Conrad, U.S. Senator From North Dakota

S. 2802 would authorize the establishment of Fort Totten, a former military post and Indian school near Devils Lake, North Dakota, as a National Historic Site. My colleague, Senator Burdick, has cosponsored the bill, and Congressman Dorgan has introduced companion legislation in the House.

I thank the distinguished Chairman of the Public Lands Subcommittee, Senator Bumpers, for holding this hearing. I also want to welcome those who have traveled to Washington from Devils Lake to testify on the bill—State Representative Charles

Mertens of Devils Lake, North Dakota, and Fort Totten Site Supervisor Vance Nelson. We are pleased that you are able to join us.

Fort Totten State Historic Site on the shores of Devils Lake stands as a monument to the relationship between the United States Government and the American Indians. From the policy of pacification practiced during the mid-nineteenth century, to the attempt to assimilate Indians into the society's mainstream, to the mid-twentieth century effort to terminate reservations, Fort Totten reflected the federal responses to the "Indian question."

Fort Totten was founded as a military installation in 1867 and closed as a reservation community school in 1959. It is one of the best preserved military posts surviving from the Indian wars in the trans-Mississippi west. Fort Totten played a significant role in American Indian history, first as an Indian agency for Indians coming to the area and then, from 1890 through 1960, as an Indian industrial school.

To the army during the nineteenth century, the Devils Lake area appeared as an oasis. As a result of the constant water supply of Devils Lake, the region had rich vegetation, wild game and fish. Because it was remote from the civilized centers of nineteenth century America, however, the Devils Lake region drew few white explorers in its early history. The Indian that sought the game and shelter of the Devils Lake region generally belonged to the great Sioux or Dakota nation, a tribe that traced its relations with white settlers back into the seventeenth century.

The initial spark for military activity was struck with the Great Sioux Uprising of 1862 in Minnesota. The uprising was the culmination of generations of white harassment, broken treaties, and the noticeable absence of the military due to the drain of the Civil War. General Harry Hastings Sibley was sent in to quash the rebellion, and after Congress abrogated all existing treaties early in 1863, many Sioux bands migrated to areas of refuge and security and so the forest and waters of the Devils Lake area became a haven.

The War Department found that killing of whites and depredations to property posed a major threat to the expanding agricultural frontier and thus demanded a positive and forceful reaction. By the spring of 1867, the majority of hostile attacks had been limited to main travel routes, mail carriers, and inter-fort communication routes. Nevertheless, the sporadic harassment of the growing and vital lines of communication and travel became an increasing concern for the military. What had been mostly incident-reprisal warfare between the whites and the Indians became a constant Sioux guerilla war on early trade, supply, and travel routes.

In the summer of 1867, 323 soldiers of the 31st Infantry under the command of Captain Samuel A. Wainwright built Fort Totten about 900 feet from the shore of Devils Lake. From 1867 to 1880, the post served as an important link to a chain of posts that included forts throughout the Dakotas and Montana. The last hurrah of real military action for the fort came in 1865 when the northern border regions became insecure as a result of the Riel Rebellion in Canada.

When Secretary of War Redfield Proctor submitted his Annual Report of 1890-1891, he recommended that the fort be closed due to relative calm in the region. The final military unit at Fort Totten, ten men under the direction of the last post commander, Major S.S. Conrad, left the post for Fort Abraham Lincoln near Mandan, North Dakota on December 21, 1890. On the same day all post buildings were turned over to the superintendent of the Indian School at Devils Lake, and the Devils Lake Sioux opened their first school session at the abandoned post on January 19, 1891.

Fort Totten's original function had been the protection of the routes of travel and communication that grew through its jurisdiction. The men who struggled with the harsh earlier life of the prairies went about their duties protecting the first mail and travel routes and escorting the varied mapping, survey, and telegraph and rail crews. In turn, this growth provided an umbrella of protection for new communities. The garrison was a market for the new farms, a store for manufactured foods for the area's population, and a source of new settlers.

The military years of the fort, however, were only a part of the colorful history of the site. The military stage represented only twenty-three of the ninety-two years of operation. The Dawes Act of 1887 attempted to make Indians self-sufficient citizens rather than wards of the U.S. government and emphasized the need for a system of industrial schools to be developed to speed up the process of assimilation. Fort Totten became one of those schools, and its subsequent history is a microcosm of the successes and failures of the federal relationship with the American Indian.

Fort Totten remains significant, in part, for its magnificent physical survival. It is also significant as a result of the soldiers who lived and survived there and the Indians who struggled with federal policies toward Native Americans. It is significant for the life Fort Totten brought—the towns and farms that now inhabit the region.

S. 2802 would recognize that significance by establishing Fort Totten as a National Historic Site.

I hope that the subcommittee and the full committee will move this legislation expeditiously.

101st CONGRESS
2D SESSION

S. 2771

To establish the Vancouver National Historical Reserve in the State of Washington, and for other purposes.

IN THE SENATE OF THE UNITED STATES

JUNE 21 (legislative day, JUNE 11), 1990

Mr. ADAMS (for himself and Mr. GORTON) introduced the following bill; which was read twice and referred to the Committee on Energy and Natural Resources

---

A BILL

To establish the Vancouver National Historical Reserve in the State of Washington, and for other purposes.

Be it enacted by the Senate and House of Representatives of the United States of America in Congress assembled,

SECTION 1. STATEMENT OF FINDINGS AND PURPOSES.

(a) FINDINGS.—Congress finds that—

(1) the city of Vancouver, Washington, has a unique array of contiguous historical sites which chronicle important steps in the settlement and development of the Northwest, including—

(A) Fort Vancouver, the site of the Hudson's Bay Company trading post established in 1825;

(B) Vancouver Barracks, an active military installation since 1849;

(C) Officers' Row National Register Historic District, 21 adaptively rehabilitated military officers' quarters;

(D) Pearson Airpark, an early United States Army airfield and one of the oldest operating airports in the country; and

(E) the Columbia River, an early exploration and settlement corridor, including the route of the Lewis and Clark expedition, center of Indian trade, center for shipbuilding, and fishing;

(2) these historical assets are owned and managed by several governmental entities, including the National Park Service, city of Vancouver, and United States Army;

(3) sites within the Vancouver historical area are in a state of transition and are the focus of various proposals and initiatives;

(4) there is a lack of formal coordination of management or planning among the various entities; and

(5) failure to coordinate the planning and management within the area will result in lost opportunities to preserve and enhance irreplaceable historical and natural sites.

(b) PURPOSES.—The purposes of this Act are—

(1) to preserve and enhance historical and natural assets in and around Fort Vancouver, Vancouver Barracks, Officers' Row, Pearson Airpark, and the Columbia River waterfront;

(2) to coordinate management and planning of these assets through a cooperative management plan and an interagency commission;

(3) to encourage visitation, recreation, historical aviation, education, interpretation, and natural and historical research at these sites; and

(4) to involve other Federal, State, and local entities to assist in carrying out the purposes of this Act.

SEC. 2. ESTABLISHMENT.

(a) IN GENERAL.—In order to preserve and enhance historical and natural assets in the Vancouver historical area through cooperative management and planning, there is hereby established the Vancouver National Historical Reserve (hereafter in this Act referred to as the "Reserve").

(b) AREA.—The Reserve shall include approximately three hundred acres of the original six hundred and forty acres claimed by the United States Army for Vancouver Barracks in 1850 and generally referred to as Vancouver's historic district, as generally depicted on the map entitled "Boundary Map, Vancouver National Historical Reserve", numbered , and dated . The Reserve includes the following:

(1) Fort Vancouver National Historic Site.

(2) Vancouver Barracks, and Military Cemetery.

(3) Officers' Row National Register Historic District.

(4) Pearson Airpark.

(5) Columbia River waterfront.

Except as provided in section 5(b), each site referred to in this subsection, though included in the Reserve, shall retain its status and identity as of the date of enactment of this Act.

(c) MAP.—A map of the Reserve shall be on file with the Secretary of the Interior (hereafter in this Act referred to as the "Secretary") and available for public inspection through the National Park Service.

SEC. 3. VANCOUVER NATIONAL HISTORICAL RESERVE COORDINATING COMMISSION.

(a) ESTABLISHMENT.—There is hereby established a Vancouver National Historical Reserve Coordinating Commission (hereafter in this Act referred to as the "Commission") whose purpose shall be to assist Federal, State, and local authorities in the development and implementation of a cooperative management plan for the Reserve, as specified in section 4. The Commission shall consist of the following five members:

(1) The Director of the National Park Service, or his designee.

(2) One individual, to represent the city of Vancouver, appointed by the Secretary from recommendations submitted by the Mayor of Vancouver.

(3) The Secretary of the Army, or his designee.

(4) One individual, appointed by the Secretary from recommendations submitted by the Governor of Washington.

(5) One individual, to represent Clark County, appointed by the Secretary from recommendations made by the Board of Commissioners of Clark County.

(b) TERMS.—(1) Except as provided in paragraphs (2) and (3), members (other than ex officio members) shall be appointed within sixty days for terms of three years.

(2) The member first appointed—

(A) under paragraph (2) of subsection (a), shall be appointed for a term of three years;

(B) under paragraph (4) of subsection (a), shall be appointed for a term of two years; and

(C) under paragraph (5) of subsection (a), shall be appointed for a term of one year.

(3) Any member appointed to fill a vacancy occurring before the expiration of the term for which his predecessor was appointed shall be appointed only for the remainder of

such term. A member may serve after the expiration of his term until his successor has taken office.

(c) COMPENSATION.—Members of the Commission shall serve without pay. While away from their homes or regular places of business in the performance of services for the Commission, members of the Commission shall be allowed travel expenses, including per diem in lieu of subsistence, in the same manner as persons employed intermittently in Government service are allowed expenses under section 5703 of title 5 of the United States Code.

(d) CHAIRPERSON.—The Chairperson of the Commission shall be the individual appointed by the Secretary under subsection (a)(4).

(e) QUORUM.—Three members of the Commission shall constitute a quorum.

(f) MEETINGS.—The Commission shall meet at the call of the Chairman or a majority of its members.

(g) DEVELOPMENT OF POLICIES AND PROGRAMS.—As a coordinator and advisory organization, the Commission shall assist the Secretary, the State of Washington and local units of government, endeavoring to use existing Federal, State, regional, and local plans and programs where consistent with the intent and goals of this Act, in developing the following:

(1) Policies and programs for the conservation, protection, preservation, and enhancement of the scenic, historical, cultural, natural, and scientific values of the Reserve.

(2) Policies and programs for interpretation and enhanced public education.

(3) Policies and programs for the commercial utilization of the Reserve and its related historical and natural resources, consistent with the protection of the values for which the Reserve is established.

(4) Policies and programs for the exchange, transfer, and use of Federal property determined to be excess after the date of enactment of this Act.

(h) STAFF.—The Secretary shall provide the Commission with such staff and technical assistance as the Secretary, after consultation with the Commission, considers appropriate to enable the Commission to carry out its duties. Upon request of the Secretary, any Federal agency may provide on a reimbursable basis information, personnel, property, and services to the Commission to assist in carrying out its duties under this Act. Secretary may accept the services of personnel detailed from the State of Washington or any political subdivision of the State and may reimburse the State or such political subdivision for such services. The Commission may procure temporary and intermittent services under section 3109(b) of title 5, United States Code.

(i) TERMINATION OF COMMISSION.—The Commission shall terminate on the date which is ten years after the enactment of this Act.

SEC. 4. COOPERATIVE MANAGEMENT PLAN.

(a) IN GENERAL.—Within twenty-four months after the date of enactment of this Act, the Commission shall submit to the Secretary and the Governor of Washington a cooperative management plan for the Reserve to be developed and implemented by the responsible Federal agencies, the State of Washington, and local political subdivisions. The plan shall endeavor to use existing Federal, State, regional, and local plans and, where consistent with the intent and goals of this Act, shall coordinate those plans to present a unified comprehensive plan for the Reserve. The plan shall include but not be limited to each of the following:

(1) An inventory of the historic assets in and around the Reserve.

(2) Recommended boundary changes, if any, to the Reserve.

(3) A Report on opportunities to preserve and enhance nearby historical and natural amenities.

(4) Identification of properties within the Reserve which could be better preserved or enhanced through

transfer of ownership or management responsibility to another member of the Commission, and a determination of the means, consistent with section 5, to accomplish any such transfer.

(5) Identification and prioritization of projects which benefit more than one of the members of the Commission, and a determination of cost-sharing guidelines and opportunities, consistent with section 6, for such projects.

(6) Development of plans to minimize any conflicts among the historical and natural assets within the Reserve.

(7) Identification of and proposals for opportunities to promote education and interpretation within the Reserve, with special emphasis on historical and natural studies, including academic instruction, research, and community education.

(8) Establishment of a timetable and priority list for major projects and actions.

(9) Establishment of a plan to promote the Reserve and the individual historic, natural, educational, and other assets associated with the Reserve.

(b) DEVELOPMENT OF PLAN.—(1) In developing the plan the Commission shall consult on a regular basis with appropriate officials of any local government or Federal or

State agency which has jurisdiction over lands and waters within the Area.

(2) In developing the plan the Commission shall consult with interested conservation, business, professional and citizen organizations.

(3) In developing the plan the Commission shall conduct public hearings within the Reserve, and at such other places as may be appropriate, for the purpose of providing interested persons with the opportunity to testify with respect to matters to be addressed by the plan.

(c) APPROVAL OF PLAN.—(1) The Commission shall submit the plan to the Secretary and the Governor of Washington for their review. The Governor shall act on the plan within ninety days and shall submit the plan to the Secretary along with any recommendations. The Secretary shall approve or disapprove the plan within ninety days. In reviewing the plan the Secretary shall consider each of the following:

(A) The adequacy of public participation.

(B) Assurances of plan implementation from State and local officials.

(C) The adequacy of regulatory and financial tools that are in place to implement the plan.

(D) Plan provisions for continuing oversight of the plan implementation by the Secretary and the Governor of Washington.

(2) If the Secretary disapproves the plan, he shall, within sixty days after the date of such disapproval advise the Governor and Commission in writing of the reasons therefor, together with his recommendations for revision. The Commission shall within ninety days of receipt of such notice of disapproval revise and resubmit the plan to the Governor for his review. Following his review, the Governor shall submit the revised plan, together with any recommendations he may have, to the Secretary, who shall approve or disapprove the revision within sixty days. In the event the revised plan is rejected, the Secretary shall notify the President of the Senate and the Speaker of the House of Representatives of this action within thirty days.

(d) COMMISSION REVIEW.—The Commission shall assist the Secretary and the Governor of Washington, in reviewing and monitoring the implementation of the plan by Federal, State, and local governmental agencies having jurisdiction in the Reserve. The Commission may, after providing for public comment and subject to review and approval, as set forth in subsection (c), modify the plan, if the Commission determines that such modification is necessary to further the purposes of this Act.

(e) SUBMISSION TO CONGRESS.—Within three years following the date of enactment of this Act, the Secretary, on behalf of the Commission, shall transmit the plan, and thereafter any revision of the plan, to the President of the Senate and the Speaker of the House of Representatives.

(f) COST SHARE.—The Federal share of the costs of developing the plan, as determined by the Secretary, may not exceed 50 per centum of the total costs of developing the plan. The non-Federal share of such costs may be in the form of cash, services, or in-kind contributions, fairly valued.

SEC. 5. ACQUISITION AND TRANSFER OF PROPERTY.

(a) NPS AUTHORITY.—(1) The Secretary, acting through the National Park Service, is authorized to acquire by donation, purchase with donated or appropriated funds, exchange, or lease such lands and interests in lands as the Secretary determines are necessary to carry out the purposes of this Act. The Secretary may not acquire fee simple title to any land under this Act without the consent of the owner.

(2) Lands acquired under subsection (a)—

(A) may be added to and administered as part of the appropriate unit of the National Park System and shall be administered in accordance with this Act and with the provisions of law generally applicable to units of the National Park System, including the Act entitled "An Act to establish a National Park Service, and for other purposes", approved August 25, 1916 (39 Stat. 535; 16 U.S.C. 1–4), and the Act of August 21, 1935 (49 Stat. 666; 16 U.S.C. 461–467); or

(B) may be transferred to other public entities represented on the Commission for management in accordance with the plan developed under section 4.

(b) TRANSFER OF INTEREST OR MANAGEMENT AUTHORITY.—(1) Notwithstanding any other provision of law, when all or any substantial portion of the remainder of the Reserve which is under the jurisdiction of the Secretary of the Army is determined by the Secretary of the Army to be excess to the needs of the Department, such portion shall be transferred to the jurisdiction of the Secretary of the Interior for the purposes of this Act. Any such transfer or agreement shall be subject to such terms and conditions as the respective Secretary deems appropriate, except that to prevent further deterioration of historic properties at the Vancouver Barracks and to enable their timely restoration and use to further the purposes of this Act, the Secretary of the Army may transfer or lease before the completion of the plan such properties to a Federal, State, or local government or agency thereof to a member on the Commission.

(2) Properties that may be transferred or leased in accordance with this Act to the city of Vancouver under paragraph (1)(B) include—

(A) Vancouver Barracks NCO Club, Building 875.

(B) Vancouver Barracks Chapel, Building 701.

(c) PEARSON AIRPARK.—When a mitigation and enhancement plan relating to Pearson Airpark is approved by the Commission, the Secretary shall extend the use agreement with the city of Vancouver for historic Pearson Airpark from the current expiration date of 2002 to 2050 in consideration of early mitigation and enhancement activities relating to Pearson Airpark, including a noise abatement program, relocation of certain hangers, and arrangements for an aviation museum.

SEC. 6. ALLOCATION OF COSTS AND FUNDS.

(a) IN GENERAL.—Each member of the Commission shall be primarily responsible for financing preservation, enhancement, and other projects for their respective properties within the Reserve when other members of the Commission are not substantially involved in such projects.

(b) COST-SHARING FOR JOINT PROJECTS.—The costs for a project involving more than one member of the Commission should be borne in an equitable manner among the participants in the project.

(c) GRANTS.—Upon approval of the plan under section 4, the Secretary is authorized to make grants to the State of Washington, or its political subdivisions, to cover not more than 50 per centum of the cost of acquisition and development within the Reserve of lands and waters or interests therein in a manner consistent with the purposes of this Act.

(d) COOPERATIVE AGREEMENTS.—The Secretary is authorized to enter into cooperative agreements with the State of Washington or any political subdivision thereof pursuant to which the Secretary may assist in the planning for and interpretation of non-Federal publicly owned lands within the Reserve.

(e) TECHNICAL ASSISTANCE.—To enable the State of Washington and its political subdivisions to develop and implement programs compatible with the plan, the Secretary shall provide such technical assistance to the State and its political subdivisions as he deems appropriate.

(f) STATE AND LOCAL JURISDICTION.—Nothing in this Act shall diminish, enlarge, or modify any right of the State of Washington or any political subdivision thereof, to exercise civil and criminal jurisdiction or to carry out State fish and wildlife laws, rules, and regulations within the Reserve, or to tax persons, corporations, franchises, or private property on the lands and waters included in the Reserve.

SEC. 7. AUTHORIZATION OF APPROPRIATIONS.

There is authorized to be appropriated such sums as may be necessary to carry out this Act.

101st CONGRESS
2d Session

S. 2802

To authorize the establishment of the Fort Totten National Historic Site.

IN THE SENATE OF THE UNITED STATES

June 27 (legislative day, June 11), 1990

Mr. Conrad (for himself and Mr. Burdick) introduced the following bill; which was read twice and referred to the Committee on Energy and Natural Resources

---

A BILL

To authorize the establishment of the Fort Totten National Historic Site.

Be it enacted by the Senate and House of Representatives of the United States of America in Congress assembled,

SHORT TITLE

Section 1. This Act may be cited as the "Fort Totten National Historic Site Act".

FINDINGS

Sec. 2. The Congress hereby finds that—

(1) Fort Totten is one of the best preserved military posts surviving from the Indian wars in the trans-Mississippi west;

(2) Fort Totten has played a significant role in American Indian history, first as an Indian agency for Indians coming to the area and then, from 1890 through 1960, as an Indian industrial school; and

(3) Fort Totten is in immediate need of major repairs and restoration work which are beyond the capabilities of the State of North Dakota and which would be best undertaken by the National Park Service.

ACQUISITION OF HISTORICAL SITE

SEC. 3. In order to preserve Fort Totten, the Secretary of the Interior is authorized to acquire by donation from the State of North Dakota, the real property described in section 4 for the establishment and administration of a national historic site.

DESCRIPTION OF SITE

SEC. 4. The real property referred to in section 3 is that real property known as the Fort Totten State Historic Site located approximately twelve miles southwest of the town of Devils Lake, North Dakota, on the south shore of Devils Lake on the Fort Totten Indian Reservation.

ADMINISTRATION OF SITE

SEC. 5. The property acquired under this Act shall be known as the "Fort Totten National Historic Site", and it shall be administered by the Secretary of the Interior, acting through the National Park Service, in accordance with the Act entitled "An Act to establish a National Park Service, and for other purposes", approved August 25, 1916 (30 Stat. 535; 16 U.S.C. 1, 2–4) and the Act entitled "An Act to provide for the preservation of historic American sites, buildings, objects, and antiquities of national significance, and for other purposes", approved August 21, 1935 (49 Stat. 666; 16 U.S.C. 461–467).

GENERAL MANAGEMENT PLAN

SEC. 6. Within two years after the date of the enactment of this Act, the Secretary shall develop and transmit to the Committee on Energy and Natural Resources of the Senate and to the Committee on Interior and Insular Affairs of the House of Representatives a general management plan for the use and development of the site consistent with the purposes of this section, indicating—

(1) the lands and interests in lands adjacent or related to the site which are deemed necessary or desirable for the purposes of resource protection, scenic integrity, or management and administration of the area in furtherance of the purposes of this section and the estimated cost thereof;

(2) the number of visitors and types of public use within the site which can be accommodated in accordance with the protection of its resources; and

(3) the location and estimated cost of facilities deemed necessary to accommodate such visitors and uses.

AUTHORIZATION

SEC. 7. There are authorized to be appropriated such sums as may be necessary to carry out the purposes of this Act.

101st CONGRESS
2d Session

S. 2809

To amend the National Trails System Act to provide for the study and designation of the Underground Railroad Historic Trail.

IN THE SENATE OF THE UNITED STATES

June 28 (legislative day, June 11), 1990

Mr. Simon introduced the following bill; which was read twice and referred to the Committee on Energy and Natural Resources

---

A BILL

To amend the National Trails System Act to provide for the study and designation of the Underground Railroad Historic Trail.

Be it enacted by the Senate and House of Representatives of the United States of America in Congress assembled,

SECTION 1. PURPOSE.

The purpose of this Act is to study the Underground Railroad and its routes and operations in order to preserve and interpret this aspect of American history.

SEC. 2. STUDY.

(a) In General.—The Secretary of the Interior, acting through the Director of the National Park Service (referred to as the "Secretary"), shall conduct a study of alternatives for commemorating and interpreting the Underground Railroad, the approximate routes taken by slaves escaping to freedom before the end of the Civil War.

(b) CONTENTS.—The study required by subsection (a) shall include—

(1) consideration of the establishment of a new unit of the national park system;

(2) consideration of the establishment of designations for routes and sites used by the Underground Railroad and alternative means to link those routes and sites, including routes and sites in Canada and Mexico;

(3) recommendations for cooperative arrangements with State and local governments, historical organizations, and other entities; and

(4) cost estimates for the alternatives.

(c) PROCEDURE.—The study required by subsection (a) shall be—

(1) conducted with public involvement and in consultation with the advisory committee established by section 4, State and local officials, scholarly and other interested organizations, and individuals;

(2) completed no later than two years after the date of enactment of this Act; and

(3) submitted to the Committee on Interior and Insular Affairs of the House of Representatives and the

Committee on Energy and Natural Resources of the Senate.

SEC. 3. INTERPRETIVE HANDBOOK.

Not later than three years after the date of enactment of this Act, the Secretary shall prepare and publish an interpretive handbook on the Underground Railroad in the context of American antebellum society, including a history of slavery and abolitionism.

SEC. 4. ADVISORY COMMITTEE.

(a) ESTABLISHMENT.—There is established the Underground Railroad Advisory Committee (referred to as the "Advisory Committee").

(b) MEMBERSHIP.—(1) The Advisory Committee shall be composed of 9 members appointed by the Secretary, of whom—

(A) three shall have expertise in African-American history;

(B) two shall have expertise in historic preservation;

(C) one shall have expertise in American history; and

(D) three shall be from the general public.

(2) The Advisory Committee shall designate one of its members as chairman.

(c) CONSULTATION BY THE SECRETARY.—The Secretary or the Secretary's designee shall, from time to time, but at least on three occasions, meet and consult with the Advisory Committee on matters relating to the study conducted under section 2.

(d) COMPENSATION.—Members of the Advisory Committee shall serve without pay, but the Secretary may pay expenses reasonably incurred by members of the Advisory Committee in carrying out their responsibilities under this Act on vouchers signed by the chairman.

SEC. 5. AUTHORIZATION OF APPROPRIATIONS.

There are authorized to be appropriated such sums as are necessary to carry out this Act.

101st CONGRESS
2d Session

H. R. 3863

IN THE SENATE OF THE UNITED STATES

June 26 (legislative day, June 11), 1990

Received; read twice and referred to the Committee on Energy and Natural Resources

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A BILL

To direct the Secretary of the Interior to conduct a study of the Underground Railroad.

Be it enacted by the Senate and House of Representatives of the United States of America in Congress assembled, That the purpose of this Act is to study the Underground Railroad, its routes and operations in order to preserve and interpret this aspect of American history.

Sec. 2. (a) The Secretary of the Interior, acting through the Director of the National Park Service, shall conduct a study of alternatives for commemorating and interpreting the Underground Railroad, the approximate routes taken by slaves escaping to freedom before the conclusion of the Civil War. The study shall include—

(1) the consideration of the establishment of a new unit of the national park system;

(2) the consideration of the establishment of various appropriate designations for those routes and sites utilized by the Underground Railroad, and alternative means to link those sites, including in Canada and Mexico;

(3) recommendations for cooperative arrangements with State and local governments, local historical organizations, and other entities; and

(4) cost estimates for the alternatives.

(b) The study shall be—

(1) conducted with public involvement and in consultation with the advisory committee established by section 4, State and local officials, scholarly and other interested organizations and individuals,

(2) completed no later than two years after the date on which funds are made available for the study, and

(3) submitted to the Committee on Interior and Insular Affairs of the House of Representatives and the Committee on Energy and Natural Resources of the Senate.

SEC. 3. Within three years after the date of enactment of this Act, the Secretary of the Interior, acting through the

Director of the National Park Service, shall prepare and publish an interpretive handbook on the Underground Railroad in the larger context of American antebellum society, including the history of slavery and abolitionism.

SEC. 4. (a) The Secretary, upon funds being made available to carry out this Act, shall establish the Underground Railroad Advisory Committee (hereafter in this subsection referred to as the "Advisory Committee"). The Advisory Committee shall be composed of nine members, appointed by the Secretary of the Interior, of whom—

(1) three shall have expertise in African-American History;

(2) two shall have expertise in historic preservation;

(3) one shall have expertise in American History; and

(4) three shall be from the general public.

The Advisory Committee shall designate one of its members as Chairperson.

(b) The Secretary, or the Secretary's designee, shall from time to time, but at least on three occasions, meet and consult with the Advisory Committee on matters relating to the study conducted under section 2.

(c) Members of the Advisory Committee shall serve without compensation as such, but the Secretary may pay expenses reasonably incurred in carrying out their responsibilities under this Act on vouchers signed by the Chairperson.

SEC. 5. There is authorized to be appropriated such sums as may be necessary to carry out this Act.

Passed the House of Representatives June 25, 1990.

Attest: DONNALD K. ANDERSON,
Clerk.

101st CONGRESS
2d Session

S. 2818

To provide for a visitor center at Salem Maritime National Historic Site in the Commonwealth of Massachusetts.

IN THE SENATE OF THE UNITED STATES

June 28 (legislative day, June 11), 1990

Mr. Kerry (for himself and Mr. Kennedy) introduced the following bill; which was read twice and referred to the Committee on Energy and Natural Resources

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A BILL

To provide for a visitor center at Salem Maritime National Historic Site in the Commonwealth of Massachusetts.

Be it enacted by the Senate and House of Representatives of the United States of America in Congress assembled,

SECTION 1. VISITOR CENTER FOR THE SALEM MARITIME NATIONAL HISTORIC SITE.

Section 1(b) of the Act entitled "An Act to revise the boundaries of Salem Maritime National Historic Site in the Commonwealth of Massachusetts, and for other purposes" (102 Stat. 659) is amended—

(1) by striking "Lands.—The" and inserting "Lands.—(1) The"; and

(2) by adding at the end the following:

"(2)(A) Subject to subparagraph (B), the Secretary may acquire under this subsection property or an interest therein in the city of Salem for use as a visitor center for the national historic site. The Secretary shall conduct an economic analysis of the costs and benefits of acquiring such property or interest therein. Funds appropriated for the development and operation of the visitor center may be expended on property in which the Secretary has acquired less than a fee simple interest.

"(B)(i) Any acquisition under this paragraph shall provide that—

"(I) under any lease, the leased period shall not be less than 25 years and shall contain an option to renew for an additional 25 years;

"(II) the owner of the property shall maintain the property to a standard acceptable to the Secretary;

"(III) under any lease, rental amounts paid by the Secretary may not exceed the fair market value of the leased premises, as determined by an independent party acceptable to both the lessor and the Secretary; and

"(IV) under any lease, rental payments be reduced by the fair market value of improvements in the leased premises made by or at the expense of the Secretary.

"(ii) The Secretary may not acquire an interest in more than 12,000 square feet under this paragraph.

"(iii) The Secretary shall submit the economic analysis, together with any proposed acquisition, to the appropriate committees of Congress for their review at least 120 days before the effective date of such acquisition.".

101st CONGRESS
2d Session

H. R. 4834

IN THE SENATE OF THE UNITED STATES

July 11 (legislative day, July 10), 1990

Received; read twice and referred to the Committee on Energy and Natural Resources

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AN ACT

To provide for a visitor center at Salem Maritime National Historic Site in the Commonwealth of Massachusetts.

Be it enacted by the Senate and House of Representatives of the United States of America in Congress assembled,

SECTION 1. VISITOR CENTER FOR THE SALEM MARITIME NATIONAL HISTORIC SITE.

Section 1(b) of the Act entitled "An Act to revise the boundaries of Salem Maritime National Historic Site in the Commonwealth of Massachusetts, and for other purposes" (102 Stat. 659) is amended—

(1) by striking "Lands.—The" and inserting "Lands.—(1) The"; and

(2) by adding at the end the following:

"(2)(A) Subject to subparagraph (B), the Secretary may acquire under this subsection property or an interest therein in the city of Salem for use as a visitor center for the national historic site. The Secretary shall conduct an economic analysis of the costs and benefits of acquiring such property or interest therein. Funds appropriated for the development and operation of the visitor center may be expended on property in which the Secretary has acquired less than a fee simple interest.

"(B)(i) Any acquisition under this paragraph shall provide that—

"(I) under any lease, the leased period shall not be less than 25 years and shall contain an option to renew for an addtional 25 years;

"(II) the owner of the property shall maintain the property to a standard acceptable to the Secretary;

"(III) under any lease, rental amounts paid by the Secretary may not exceed the fair market value of the leased premises, as determined by an independent party acceptable to both the lessor and the Secretary; and

"(IV) under any lease, rental payments be reduced by the fair market value of improvements in the leased premises made by or at the expense of the Secretary.

"(ii) The Secretary may not acquire an interest in more than 12,000 square feet under this paragraph.

"(iii) The Secretary shall submit the economic analysis, together with any proposed acquisition, to the appropriate committees of Congress for their review at least 120 days before the effective date of such acquisition.".

Passed the House of Representatives July 10, 1990.

Attest: DONNALD K. ANDERSON,

Clerk.

101st CONGRESS
2d Session

H. R. 5084

IN THE SENATE OF THE UNITED STATES

August 1 (legislative day, July 10), 1990

Received; read twice and referred to the Committee on Energy and Natural Resources

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AN ACT

To authorize the National Park Service to acquire and manage the Mary McLeod Bethune Council House National Historic Site, and for other purposes.

Be it enacted by the Senate and House of Representatives of the United States of America in Congress assembled,

SECTION 1. PURPOSES.

The purposes of this Act are to—

(1) preserve and interpret the life and work of Mary McLeod Bethune;

(2) preserve and interpret the history, lives, and contributions of African-American women; and

(3) preserve and interpret the struggle for civil rights in the United States of America.

SEC. 2. ACQUISITION.

The Secretary of the Interior (hereinafter in this Act referred to as the "Secretary") may acquire, with the consent of the owner thereof, by donation or by purchase with donated or appropriated funds, the property designated under the Act of October 15, 1982 (Public Law 97-329; 96 Stat. 1615) as the Mary McLeod Bethune Council House National Historic Site, located at 1318 Vermont Avenue, N.W., Washington, D.C., together with such structures and improvements thereon and such personal property associated with the site as he deems appropriate for interpretation of the site.

SEC. 3. ADMINISTRATION.

(a) IN GENERAL.—Upon acquisition of the property described in section 2, the cooperative agreement referred to in section 3 of the Act of October 15, 1982 (Public Law 97-329; 96 Stat. 1615) shall cease to have any force and effect, and upon acquisition of such property, the Secretary shall administer the Mary McLeod Bethune Council House National Historic Site (hereinafter in this Act referred to as the "historic site") in accordance with this Act and in accordance with the provisions of law generally applicable to units of the national park system, including the Act entitled "An Act to establish a National Park Service, and for other purposes", approved August 25, 1916 (39 Stat. 535; 16 U.S.C. 1, 2-4) and the Act of August 21, 1935 (49 Stat. 666; 16 U.S.C. 461–467).

(b) COOPERATIVE AGREEMENT.—(1) The Secretary is authorized and directed to enter into a cooperative agreement with nonprofit organizations dedicated to preserving and interpreting the life and work of Mary McLeod Bethune and the history and contributions of African-American women—

(A) to provide to the public such programs, seminars, and lectures as are appropriate to interpret the life and work of Mary McLeod Bethune and the history and contributions of African-American women,

(B) to administer the archives currently located at the historic site, including providing reasonable access to the archives by scholars and other interested parties.

(2) The Secretary is authorized to provide space and administrative support for such nonprofit organization.

(c) MANAGEMENT AND DEVELOPMENT.—The historic site shall be operated and managed in accordance with a General Management Plan. The Advisory Commission appointed under section 4 shall fully participate with the Secretary in the development of the General Management Plan for the historic site. The Secretary and the Advisory Commission shall meet and consult on matters relating to the management and development of the historic site as often as necessary, but at least semiannually.

SEC. 4. ADVISORY COMMISSION.

(a) ESTABLISHMENT.—There is hereby established the Mary McLeod Bethune Council House National Historic Site Advisory Commission (hereinafter in this Act referred to as the "Commission"). The Commission shall carry out the functions specified in section 3(c) of this Act.

(b) MEMBERSHIP.—The Commission shall be composed of 15 members appointed by the Secretary as follows:

(1) 3 members appointed for terms of 4 years from recommendations submitted by the National Council of Negro Women, Inc.

(2) 2 members appointed for terms of 4 years who represent other national organizations in which Mary McLeod Bethune played a leadership role.

(3) 2 members appointed for terms of 4 years from recommendations submitted by the Bethune Museum and Archives, Inc.

(4) 2 members appointed for terms of 4 years who shall have professional expertise in the history of African-American women.

(5) 2 members appointed for terms of 4 years who shall have professional expertise in archival management.

(6) 3 members appointed for terms of 4 years who represent the general public.

(7) 1 member appointed for a term of 4 years who shall have professional expertise in historic preservation.

Any member of the Commission appointed for a definite term may serve after the expiration of his or her term until his or her successor is appointed. A vacancy in the Commission shall be filled in the same manner in which the original appointment was made.

(c) COMPENSATION.—Members of the Commission shall serve without compensation except that the Secretary is authorized to pay such expenses as are reasonably incurred by the members in carrying out their responsibilities under this Act.

(d) OFFICERS.—The Chair and other officers of the Commission shall be elected by a majority of the members of the Commission to serve for terms established by the Commission.

(e) BYLAWS, RULES, AND REGULATIONS.—The Commission shall make such bylaws, rules, and regulations as it considers necessary to carry out its functions under this Act. The provisions of section 14(b) of the Federal Advisory Committee Act (Act of October 6, 1972; 86 Stat. 776) are hereby waived with respect to this Commission.

SEC. 5. AUTHORIZATION OF APPROPRIATIONS.

There are hereby authorized to be appropriated such sums as may be necessary to carry out this Act.

Passed the House of Representatives July 30, 1990.

Attest: DONNALD K. ANDERSON,

Clerk.

Senator **Conrad**. The record will remain open for 2 weeks to receive additional comments and testimony.

Before proceeding, let me just say that we have three Senators, as I count them now, present for testimony, and out of deference to their schedules—we know that they have many other obligations to keep—we will start in order of their appearance.

I would call to the stand the Honorable Brock Adams, who represents the State of Washington, who is going to comment on the Vancouver Historical Reserve. Welcome, Senator Adams. It is good to have you join us.

STATEMENT OF HON. BROCK ADAMS, U.S. SENATOR FROM WASHINGTON

Senator **Adams**. Thank you, Senator Conrad. Mr. Chairman, it is a great pleasure to be here today, and I also want to introduce my mayor, Mayor Hagensen, who will be testifying in the details on this matter.

It is my understanding that the statement will appear in full, and so I will summarize on this bill, and I appreciate very much my colleagues giving me the opportunity to start at the beginning, here. This is on S. 2771, Mr. Chairman, which is the Vancouver National Historic Reserve.

It is a very important item for not only the City of Vancouver but the entire Pacific Northwest. This area was the birthplace of the Pacific Northwest. The original forts were here, and during the course of our history, we have had not only army barracks there but officers' quarters, which had housed very, very famous people, which the mayor will indicate to you.

The city has contributed a great deal of time and money and restored many of these. We in the Congress have aided them in doing it. They have now come up with a very excellent plan to combine the first operating commercial airfield in the United States as part of this reserve, the original fort, the officers' barracks, and all of these items, into an historic reserve.

I would like to particularly pay my compliments to Congresswoman Jolene Unsoeld, who is the one who represents this area and has done a great deal in carrying forward with the mayor and the rest of us this whole program, and her tremendous amount of work is what and why we are here today.

This is an issue of tremendous importance, Mr. Chairman, to Southwestern Washington for several reasons. First, the City of Vancouver is fortunate to have a tremendous historical heritage. Since the time that Lewis & Clark first explored the area, its location along this particular bend of the Columbia River, which separates Oregon and Washington, has made it an excellent location for the trading and military operations.

It was the location of Hudson's Bay Trading Post, established in 1825. It is also the home of the Vancouver Barracks, an active military site since 1849. Twenty-one of the military officers' quarters have been proudly preserved as part of the Officers' Row National Register Historic District. In addition, Vancouver is the site of the Pearson Airpark, which was an early United States Army airfield and the oldest operating airport in the country.

Now, currently these historic structures are owned and managed by several entities, including the National Park Service, the City of Vancouver, the United States Army. It is a very popular tourist site. In fact, it attracts more than 275,000 visitors annually.

With these increasing pressures, Mr. Chairman, and because of its proximity to Portland and Vancouver, the community is justifiably concerned that much may be lost unless we have an historic reserve. The bill that Senator Gorton and I have introduced on the Senate side and Congresswoman Unsoeld on the House side sets up a commission to coordinate these activities so that we do not destroy the special nature of this area. This commission would help the State, Federal, and local people plan for the reserve, and then it would go into effect.

Now, this is the type of public, both local Government, Federal Government, State Government, and private management type partnership that this committee and the Congress has tried to encourage, and you will hear from our mayor today the great strides they have made in carrying out not only the responsibilities of the city, but getting private people to redo all of these items.

I thank the Chair very much for this time that you have given to me. I appreciate the time that is going to be given to our mayor, who will go into great detail on this. Knowing the committee's time pressures, I will stop my statement at this point on the basis that the entire statement will appear in the record.

[The prepared statement of Senator Adams follows:]

PREPARED STATEMENT OF HON. BROCK ADAMS, U.S. SENATOR FROM WASHINGTON

Mr. Chairman and members of the Public Lands, National Parks and Forests Subcommittee, I would like to begin by thanking you for allowing me to speak today. I would also like to mention that Congresswoman Jolene Unsoeld deserves a tremendous amount of credit for her work on this bill. She is out in Washington state and I am sorry that she could not be with us.

I understand that you have a number of matters to cover so I will keep my remarks short. Fortunately, you will have the opportunity to hear from Vancouver Mayor Bruce Hagensen later during this hearing. He has done an excellent job in developing this project so I will leave many of the specific details to him. I would like to just spend a few minutes highlighting the importance of this legislation.

The Vancouver National Historic Reserve is an issue of great significance to southwestern Washington for several reasons. The city of Vancouver is fortunate to have a tremendous historical heritage. Since the time that Lewis and Clark first explored this area, its location along a bend in the mighty Columbia River which separates Washington and Oregon proved to be an excellent location for both trading and military operations. It is the site of Fort Vancouver, and the location of a Hudson's Bay Trading post established in 1825. It is also home to the Vancouver barracks, an active military site since 1849. Twenty-one of the military officers quarters have been proudly preserved as part of the Officers' Row National Register Historic District. In addition, Vancouver is the site of the Pearson Airpark which is an early United States Army airfield and one of the oldest operating airports in the country.

Currently, these important historical structures are owned and managed by several entities, including the National Park Service, the city of Vancouver and the United States Army. The area is already a very popular tourist site. In fact, the historic area attracts more than 275,000 visitors annually, a figure which is expected to increase in the future. This area is also facing increasing pressures as a result of population growth and industrial development. In fact, because of its proximity to Portland, Vancouver has become one of the fastest growing areas in our state. The community is justifiably concerned that this pressure ultimately may result in lost opportunities to preserve the unique historic sites.

The bill that Senator Gorton and I introduced set up a commission to coordinate the activities of these management entities so that we do not inadvertently destroy the special nature of this area. This Commission would assist federal, state and local entities in developing and implementing a management plan for the Reserve. The plan will include policy guidelines and program proposals for the conservation and protection of the values in the Reserve, educational interpretation programs and commercial uses as appropriate. In addition, the Commission would recommend possible exchanges or transfers of federal property to meet the goals of the reserve. Since we introduced the original bill, I understand that the House subcommittee has made some alterations to allow for a study period before possible designation. I support those amendments and hope they address some of the Park Service questions about the legislation.

Mr. Chairman, we have an opportunity to protect these important historical areas for the use, enjoyment and education of future generations. In addition, I believe that this is an excellent example of the type of public/private partnership that the Administration and Congress should encourage. I hope that Congress will recognize the advantages of this arrangement and the need to move forward quickly. Thank you.

Senator CONRAD. Thank you very much. We appreciate your testimony.

My intention was, if you would permit the Chair, if we would go in order of the Senators who appeared, and then we will come back, if that is all right. So why do we not thank Senator Adams for your testimony—it is very valuable to the committee—and we will hear next from Senator Simon, who is here to talk about the Underground Railroad study.

Welcome, Senator Simon. We appreciate your attendance today, and if you would proceed with your testimony, and then we will hear from Senator Kerry on the matter of concern to his State and then hear from Senator Gorton.

Senator Simon.

STATEMENT OF HON. PAUL SIMON, U.S. SENATOR FROM ILLINOIS

Senator SIMON. If I may enter my statement in the record, Mr. Chairman?

Senator CONRAD. Without objection.

Senator SIMON. This bill calls for the study and designation of an Underground Railroad Historic Trail. This is a fascinating part of our history. We ought to know our heritage, and we ought to pay tribute to people who risk their lives frequently to free people. Somewhere between 40,000 and 100,000 slaves were freed through the Underground Railroad, and some of their stories are exciting stories.

Harriet Tubman, for example, whose name we kind of vaguely know, Harriet Tubman would work as a domestic here in the North, and—I guess "here in the North" may not be accurate right now—but she would work as a domestic long enough to acquire enough money so she could go back; 19 times she went back to the South, risked being put back into slavery herself, brought people out. Stories like that are extremely important.

It is also important that from a financial viewpoint, frankly, because I think in Illinois and other States that were part of this Underground Railroad we are going to have tourists who are going to come in, and I am not just talking about tourists from North Dakota or the State of Washington. I am talking about tourists from other countries who are fascinated by this whole history of our Civil War and what preceded that history.

This bill does not appropriate any money. It calls for a study, and it calls for an advisory committee. I think it is a small step in the direction of preserving our heritage, reminding us of the richness of that heritage, and at the same time providing an opportunity to get some money from tourist dollars.

[The prepared statement of Senator Simon follows:]

Prepared Statement of Hon. Paul Simon, U.S. Senator From Illinois

Mr. Chairman: I want to thank you for the opportunity to appear before you and other members of the Subcommittee on Public Lands, National Parks and Forests. As the chief sponsor of S. 2809, to establish the Underground Railroad Historic Trail, I am pleased to have this chance to talk with you about this legislation, and the history surrounding it.

This legislation provides for a study, and then the establishment of the Underground Railroad Historic Trail. With this, we offer recognition to the many women, men and children who both used and supported the Underground Railroad. And, the Trail would help identify and preserve the many homes, churches, farms and other buildings that were used for shelter by those fleeing slavery.

The bill authorizes a study that would identify and evaluate locations that served as stations and also identify the number of different routes that slaves took on their road to freedom.

The study will note the historic significance, architectural integrity and physical condition of the stations.

Upon completion of the study, the Underground Trail would be designated. Technical assistance will be provided to state and local governments, and organizations, working to make the Trail educational and meaningful.

Between 1815 and the end of the Civil War, between 40,000 and 100,000 slaves traveled along some part of the Underground Railroad. Stations and safe homes were located throughout the in over two-fifths of the states—some in states represented by members of this Subcommittee: Arkansas, New Jersey, Kentucky, Missouri, Tennessee, North Carolina, Virginia, Maryland, Delaware, Kansas, Nebraska, Iowa, Illinois, Michigan, Ohio, Pennsylvania, New York, Massachusetts, Vermont and New Hampshire.

There were many heroes and heroines associated with this courageous event in our history. One who comes to mind was Harriet Tubman, a runaway slave herself. Ms. Tubman helped lead over 300 slaves to freedom along the Underground Railroad, returning to her native South 19 times. When she and others working the Railroad ran out of money to pay for food, clothing and other basic needs of those fleeing slavery, Ms. Tubman would take several months off and work as a domestic servant to raise funds. But she was one of many; over 3,200 individuals gave of their time, their resources and their spirit to keep the Underground Railroad going.

It is time that we offer a monument of sorts to the many courageous men, women and children who traveled the Underground Railroad, as passengers and as conductors, who faced great hardship, sacrifice and fear. This legislation will help millions of Americans understand better the realities of those times. I look forward to working with you in the days ahead to see this legislation move through the Senate.

Senator **Conrad**. Thank you very much. I have read your testimony earlier today, and I was intrigued by the story that there is to tell there, and hopefully this is the start of a process that will lead us to a greater ability to tell that story, and the subcommittee would like to thank you for your taking the time to be here. We certainly appreciate very much your input, and as always, Senator Simon comes well prepared.

Senator **Simon**. I thank you very, very much, Mr. Chairman, and I hope your subcommittee can act.

Senator **Conrad**. Senator Kerry is with us, and I understand that he would like to testify on the Salem Visitors Center proposal.

STATEMENT OF HON. JOHN F. KERRY, U.S. SENATOR FROM MASSACHUSETTS

Senator **Kerry**. Thank you very much, Mr. Chairman. Like my colleagues, I would ask unanimous consent that my full text be placed in the record, and I would also ask you, Mr. Chairman, for permission to have the testimony of the Mayor of the City of Salem, Neil Harrington; and Mr. Richard Wheatland; and Dr. Maureen Johnson's testimony also be made part of the record.

Senator **Conrad**. Without objection.

Senator **Kerry**. Thank you very much, Mr. Chairman.

Mr. Chairman, this is a bill which Senator Kennedy and I have both introduced on this side. There is a companion bill in the House which Congressman Mavroules has introduced and has already passed, and it is an effort, as you have said, to establish a visitors center in Salem.

In 1938, the Congress created the Salem Maritime National Historic Site, which is the first such site—first national historic site in the Nation, and the reasons that they chose to make it a historic site then are even more applicable today. There is an enormous asset in the museums in this region, as well as in the wharfs, and the entire history of the maritime age of our country which is contained here in Salem.

In 1989, when this committee assisted the project to acquire the St. Joseph's Polish Center, which was the house of a number of artifacts and which is currently being used as part of the overall effort, in that year there were some 700,000 visitors.

In 1992, it is anticipated that there will be 1 million visitors in conjunction with the 300th anniversary of the Salem witchcraft trials, and clearly the historical value of this site was established almost 50 years ago or more. It is as real today.

Secondly, there is an enormous economic need for this. Salem has become increasingly a tourist center. Massachusetts has become increasingly troubled economically. The Northeast is troubled. There is real construction here, real jobs, long-term jobs for the city that tie into the historical purposes which the Congress first set out, and I think that makes it even more compelling.

You will be hearing, I believe, from the Parks Service, from Mr. Denny Galvin, and we are delighted that he is here to testify, because he is a native of Massachusetts. He knows this project and he understands this particular area very, very well.

Finally, let me just say, Mr. Chairman, that this will really build on a partnership. I heard Brock Adams—Senator Adams—talk about a partnership, and we all understand what that means. The business community has come around this and supported it in a unique way, and you have really seen leveraged a significant number of other efforts as a consequence of that.

You will be hearing from Mr. Tom Leonard, who is the president of the Salem Partnership, but there is a total commitment to this from those who work within the park, in the area, those who are within the city government, and the business community itself.

I would simply say to you that every study made of the area, including a 1978 study by the Parks Service itself when they first expressed the need for a visitors center, has proven to be more important today. People come there and there is no central place which directs them, or which helps them to get out into the various maritime locations that are of significance. So we think this would be a very important building block on what has already occurred there, and I hope the committee will help us.

[The prepared statement of Senator Kerry and additional material follow:] [*]

Prepared Statement of Hon. John F. Kerry, U.S. Senator From Massachusetts

Mr. Chairman I want to thank you for holding today's hearing on S. 2818, legislation which Senator Kennedy and I introduced to provide for a visitors center at the Salem National Historic Site in Salem Massachusetts.

In 1938, Congress established Salem Maritime as this country's first "National Historic Site." The motives behind this far-sighted congressional action remain as clear today as they were more than half a century ago. The City of Salem and its waterfront have an important story to tell about America's history of maritime shipping and commerce. It provides people with a unique educational and recreational opportunity.

Over the years, visitors from around the world have come to this nine-acre site to visit its buildings and old wharves and learn about "the golden age of sail." In 1989 with the help of this Committee, the Salem Maritime site continued its long process of improvement and renovation by acquiring the St. Josephs Polish Club and its irreplaceable museum objects and artifacts. That same year, according to the National Park Service, the site was visited by nearly 700,000 people.

The City is anticipating the number of tourists and visitors to continue to increase, with more than one million people expected to come to Salem in 1992 to mark the 300th anniversary of the famous Salem Witchcraft trials.

Today tourism is the cornerstone of the economy of Salem. The Federal commitment to the visitors center and other park projects provide a focal point for the development of that tremendous tourism potential and is a critical component in the economic revitalization of the city.

The visitors center project is part of a multi-million dollar revitalization plan for the City. The visitors center effort has helped forge a partnership between the City, the Park Service, local businesses, the Essex Institute, the Peabody Museum and the State. It is critical to this total development effort which will bring tens of millions of dollars to the City and hundreds of thousands of additional tourists into the community. This major economic revitalization effort will not only provide many businesses with further growth opportunities, but will create hundreds of construction jobs. Further it will add hundreds of permanent jobs for Salem residents long after construction is completed and millions of dollars in additional income to families in this historic community.

Currently when tourists come to visit Salem, there is no central area for them to get oriented to the Maritime site. In 1978, the Park Service in their General Management Plan, suggested the great need for a visitors center. I am pleased that today Mr. Denny Calvin a native of Massachusetts, will be testifying for the Park Service. He is familiar with the Maritime site and the City of Salem and I believe can elaborate on its need for a visitors center as recommended in the 1978 Park Service Plan.

Last year in order to better understand the tourism potential and associated problems, Salem State College conducted its own independent comprehensive Visitors Use Study. The survey reinforced the Park Service's earlier report that there is a need for Salem Maritime to have a visitors center where people can get information and orientation. Furthermore the survey suggested that the Center be located near the downtown area, where tourists generally come when they first enter the City. And it determined that the center would best be located at the Salem Armory.

This legislation before the Committee today sets out to accomplish those goals. It addresses three things. First it will enable the Park Service to establish a visitors center in the City of Salem. It will also give the Park Service the authority to acquire or lease up to 12,000 square feet for this purpose. It lastly directs the Park Service to do an economic analysis on whether acquiring space or leasing space is more economically feasible and appropriate. Our bill gives the Park Service access to the Armory which is not federally owned property. I should point out that the mayor of Salem, Mayor Harrington, and other local officials, as well as, the business community which we will hear from Tom Leonard, are all in full agreement with this recommendation and enthusiastically support this legislation. Furthermore a companion bill introduced by Congressman Mavroules has passed the House and awaits our action.

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[*] Attachments to additional material are not reprinted here.

The creation of a visitors center at the Salem National Historic Site before the 300th anniversary of the Salem Witch trials is essential. Establishing a visitors center is an important step in fulfilling a goal set forth by Congress over forty years ago. It will help us enrich our future by learning more about our past. And lastly Mr. Chairman, it will enhance the economic vitality of an area that thrives on its tourism industry. I urge my colleagues on the Committee to join Senator Kennedy and me in supporting this bill and addressing it in an expeditious fashion. I thank the Chairman and the Committee for their diligence on this issue.

Prepared Statement of Neil J. Harrington, Mayor, Salem, MA

As Mayor of the City of Salem, I would like to thank Chairman Dale Bumpers, and members of the Subcommittee on Public Lands, National Parks and Forests, for the opportunity to provide testimony, on behalf of the City of Salem, in support of S. 2818—a bill to provide for a Visitor's Center at the Salem Maritime National Historic Site in Salem, Massachusetts.

In 1938, Congress established the Salem Maritime Site as the nation's first National Historic Site. It is with this distinction that I present this testimony in support of the Authorization legislation before the Committee.

Over the past several years, the City of Salem has worked cooperatively with the National Park Service and the Salem Partnership—a consortium of local businesses—to undertake improvements to the Salem Maritime Historic Site which will enhance the desirability of the site as a tourist destination, and in turn, improve Salem's overall tourist industry. In the short time that our efforts have been underway, our federal legislative delegation has been successful in securing close to $4 million in planning and administrative funds for the National Park Service Site in Salem.

The funds which have been appropriated to the Salem Historic Site to date have been extremely helpful in providing research and planning for a series of improvements which will allow the National Park Site to portray more effectively the storied maritime history of Salem. Specifically, the following planning efforts have been undertaken:

A Study of Alternatives which outlines various management options for the Salem Project;

A Comprehensive Transportation Plan designed to improve access into Salem, circulation around and through the City and traffic flow toward the National Maritime Site; and

A Visitor Use Study which provides vital demographic information about the thousands of tourists who visit Salem annually.

The above outlined planning initiatives have assisted Salem by providing solutions to some of the problems which have traditionally stymied Salem's ability to fulfill its potential as a regional and national tourist destination.

This testimony will focus on the City's support and need for the siting, construction and staffing of a Visitor Center at the Salem Maritime National Historic Site, specifically within the Central Business District at the Salem Armory.

Salem's glorious maritime history has been well documented. The City's role in the development of our nation began in the years preceeding the Revolutionary War, when Salem became an important New England seaport as the British imposed blockades and stiff sanctions against the port of Boston. During the war years, Salem pressed its merchant ships into guerilla warfare service, as ships built for trade were commissioned to pursue, capture or destroy British war ships. Salem's "Golden Age" hit full stride as a result of the China Trade shipping industry, and resulted in Salem providing approximately five percent (5%) of the young nation's annual tax revenue in the late eighteenth and early nineteenth centuries. All of this from a City of only eight thousand people. Of course, that was many years ago, and the City has since changed dramatically. However, Salem's integral role in the growth of our nation is the progenitor of Salem's "number one" industry—tourism.

In order to better manage, direct and derive revenue from our tourist economy, we must take immediate steps to construct the Visitor Center at the Salem Armory. The Visitor Use Study, completed by Salem State College for the National Park Service, indicates that a high percentage of visitors to Salem spend an inordinately small amount of money during their visit. This finding illustrates the need for Salem to better manage tourism to effect greater per capita visitor-related expenditures. The establishment of a National Park Service Visitor Center in the Central Business District will assist in doing that.

In Salem, tourism exists as the primary economic development opportunity and as such, we must vigorously pursue whatever steps necessary to complement our tourism economy. Concomitant with requesting National Park Service funds from the Federal Government, the City has pursued vigorously State, Federal and private funds to improve Salem as a visitor destination. Over the past eighteen (18) months and into the early 1990's, Salem will complete several major Central Business District public improvements which will utilize several million dollars of local, Federal and State funds for transportation and public improvements. These improvements are being planned in conjunction with the National Park Service Transportation Plan and will provide tremendous improved access and circulation routes into and around the City.

Some of the projects which will occur include:

A. Riley Plaza Redesign—Elimination of the existing Riley Plaza traffic rotary and replacement with two (2) well designed signalized intersections with parking on either side of a 4-5 lane roadway.

Project Cost: $2.1 Million
Funding Source: Urban Systems Program
Construction Date: April 1991
Completion Date: April 1992

B. Riley Plaza Replacement Parking—This project will provide federal funds for the replacement of the 160 parking spaces which will be eliminated following the reconstruction of Riley Plaza.

Project Cost: $1.6 Million
Funding Source: Federal Parking Replacement Program
Construction Date: 1991-92

C. MBTA Parking Garage—Construction of a multi-level structured parking facility at the site of the existing train station. Project is currently being designed in coordination with the MDPW's design of the Salem-Beverly Transportation project.

Project Cost: $14 Million
Funding Source: MBTA
Construction Date: 1991-92

D. East India Garage Improvements—Implementation of an improvement program at the East India Square Parking Garage which will end the serious leaking and concrete deterioration which occurs at the site.

Project Cost: $1.6 Million
Funding Source: Municipal Bond
Construction Date: 1990-91

E. New Derby St. Community Development Action Grant (CDAG—Design work is progressing on streetscape improvements along New Derby Street from Riley Plaza to the Congress/New Derby/Hawthorne Boulevard intersection.

Project Costs: $850,000
Funding Source: CDAG
Construction Date: April 1991

F. Congress Street Bridge—The City has received a funding commitment from the Federal Bridge Replacement Program for the construction of a new Congress Street Bridge.

Project Cost: $1.2 Million
Funding Source: Federal Bridge Replacement Program
Construction Date: Undetermined

G. Salem Police Station—Design plans are being completed for the construction of a 31,000 square foot modern police station to replace the Central Street headquarters.

Project Cost: As yet undetermined
Funding Source: Municipal Bond
Construction Date: April 1991

H. Essex/Washington St. Parcel—Funding remains from a previous Community Development Action Grant to purchase the vacant property located at the south/west corner of the Essex and Washington Street intersection and provide public open space improvements.

Project Cost: Being negotiated
Funding Source: CDAG
Implementation: Fall 1990

I. Salem-Beverly Transportation Project—Commonly referred to as the Salem-Beverly Bridge and Bridge St. By-Pass Project, this project will provide downtown access, improved traffic circulation and increased traffic capacity to an overburdened transportation system.

Project Cost: $57 Million
Funding Source: MDPW/FHWA
Construction Date: Phase I Public Bid, December 1990

It is fair to say that this aggressive public improvement agenda will provide an opportunity for change in the physical environment of downtown Salem by providing the infrastructure improvements necessary for Salem to succeed. Completion of each of these improvements however, without the Visitor Center would be similar to building a new roadway system without installing road signs. As such, the Visitor Center is vital to provide for a cohesive centralized location for the management of Salem visitors and particularly the visitors to the Salem Maritime National Historic Site.

A clear indication of the health of a City is its ability to attract private investment dollars. Downtown Salem has experienced a level of private investment in recent years which indicates that it is a community with the ability to attract private development dollars as well as public funds. I have attached a chart which indicated that Salem has experienced $51 million of downtown development which has provided 584 construction jobs, 176 permanent jobs and has raised approximately $860,000 in business tax revenue. There are several projects which remain to be completed, perhaps the most visible being the Salem Armory redevelopment. The development of this site has the potential to be the project which can bring new life to our downtown.

The primary attraction of the Salem Armory Visitor Center site, and the reason that Senate approval of authorization is necessary, is its location. The Armory is juxtaposed between the Peabody Museum and the Essex Institute, each an internationally renowned cultural institution, and directly next to the City's one thousand (1,000) space parking garage. Additionally, the Armory sits at the eastern terminus of the Essex Street Pedestrian Mall, which was developed with several million dollars of Federal Urban Renewal funds in the mid-1970's. And, finally, the Armory is in close proximity to Salem's waterfront, providing a natural linkage between the downtown and the current National Park Service site. In short, it is ideally situated in the center of tourist activity in Salem. In fact, in the Visitor Use Study, the area around the Salem Armory was identified as the place where most Salem visitors begin their visit. Location of the Visitor Center in the Armory itself will serve as a primary origination point from which tourists can set out to experience Salem.

One final point which merits careful consideration is the timing of the construction of the Visitor Center. In 1992, the City of Salem will observe the 300th anniversary of its infamous Witch Trials. A tremendous increase in tourists is expected, and Salem must be in a position to provide adequate visitor services. In order for this to occur, it is imperative that construction of the visitor center commence in Federal Fiscal Year 1991, to ensure completion prior to the 1992 tourist season. The National Park Service has assured the City and members of Congress that this schedule can be met. In addition, the developers of the Salem Armory Project—The Museum Cooperative—understand this timetable and are committed to meeting it.

The Witch Trial Tercentenary will be an opportunity for Salem to showcase not only the fascinating history of the Witch Trials, but Salem's maritime, literary, architectural and industrial history as well. We must take advantage of the opportunity which this once-in-a-century event presents to us.

In closing, I wish to thank Chairman Bumpers and each member of the Committee for the opportunity to provide testimony on this most important Salem issue. I urge approval of S. 2818, not only for the benefit of Salem's economy, but also for the benefit of the millions of visitors who will enjoy the Salem experience in the years ahead.

SALEM REDEVELOPMENT AUTHORITY, DOWNTOWN SALEM PRIVATE DEVELOPMENT PROJECTS, AUGUST 27, 1990

Project name	Project address	No. of units	Comm. S.F.	Status	Date of completion	Cost	Jobs created		Taxes generated
							Const.	Perm.	
Church Court	235 Bridge St	16	—0—	Complete	Complete	$1.5M	24	N/A	[1] $25,200
Frye Bldg	265 Essex St	N/A	15,000	Complete	Complete	$1.6M	21	15	[1] $41,600
Peabody Museum	161 Essex St	N/A	27,000	Complete	Complete	$8.8M	66	17	—0—
Hawthorne Hotel	18 Wash. Sq. West	95	5,000	Complete	Complete	$7M	30	5	[1] $96,000
Odell Block	60 Washington St	N/A	15,000	Complete	Complete	$1.2M	12	15	[1] $25,000
6 Lynde St. Offices	6 Lynde St	N/A	13,000	Complete	Complete	$1.5M	10	10	[1] $41,000
Essex House	289 Essex St	41	—0—	Complete	Complete	$3.2M	42	2	[1] 40,590
Elderly Housing	205 Bridge St	35	—0—	Complete	Complete	$2M	31	N/A	—0—
Walgreens	191 Wash. St	0	12,000	Complete	Complete	$2M	84	46	$111,000
Peabody Block	118 Wash. St	N/A	60,000	Under Const	Spring, 1991	N/A	N/A	N/A	N/A
T.R. Kerr Bldg	90 Wash. St	69	35,000	Under Const		$10.2M	93	46	[1] $182,000
Essex Court Bldg	188 Essex St	107	12,000	Complete	Complete	$12M	171	20	[1] $300,000
Totals		363	134,000			$51M	584	176	$862,390

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[1] Estimated by City Assessor.

PREPARED STATEMENT OF RICHARD WHEATLAND II, CHAIRMAN, MUSEUM COOPERATIVE OF SALEM, INC.

On behalf of the Essex Institute and the Peabody Museum of Salem I would like to thank Chairman Dale Bumpers and the members of the Committee for this opportunity to provide testimony in support of S. 2818, a Bill to provide for a Visitors Center in the Salem Armory.

The Museum Cooperative of Salem, Inc., a not-for-profit corporation was formed by the Essex Institute and the Peabody Museum of Salem for the purpose of cooperating in the public re-use of the Salem Armory.

The Salem Armory is adjacent to the Essex Institute and shares a city block with it. Across the street is the 130,000 square foot complex of the Peabody Museum of Salem, America's first Maritime Museum, founded in 1799 by sea captains of Salem, pioneers of American sea faring commerce. The internationally renowned Peabody Museum of Salem is listed in the National Register of Historic Places. Its unparalleled collections consist of over 300,000 objects, housed in galleries and storage areas. The artifacts and art in the collections document Maritime History, Asian Export Art, Ethnolocy (Native American, Asian, Pacific and African cultures), Natural History and Archeology.

The Essex Institute's principal collection is a group of houses (all on the National Registry) from the 17th, 18th and 19th centuries. Many of these houses were built and owned by the sea captains who sailed out of Salem Harbor. The Essex Institute's collections of early American history cause Essex County to be described as the best historically documented geographic area of the country. The Museums together have 150,000 visitors each year.

The National Parks Service Visitors Center will benefit greatly in locating at the Salem Armory adjacent to the two Museums. Tourists coming to the Visitors Center in this location will be exposed to the full maritime and cultural experience of Salem's rich history. In addition to the two Museums, in easy walking distance is the Salem Maritime Historic site, the House of the Seven Gables, the Salem Witch Museum, numerous historic buildings including the Salem Court House and the historic houses of Chestnut Street.

During the past three years, the two Museums through the Museum Collaborative have united the downtown community and the City of Salem around its proposal for the re-use of the Salem Armory headhouse—to be known as Salem Center. The proposal, which has won preliminary developer designation from the Commonwealth of Massachusetts, would establish the Salem Center as the focal point for visitor attractions and cultural activities. The location of the Salem Center provides the opportunity for essential services to be provided to tourists while connecting the waterfront and the downtown, a reality of vital importance to tourism. It should be noted that the abundance of public parking (over 1200 spaces) adjacent to the site and the connection of Salem's Historic Districts remain a common thread for the tourist to experience all of the attractions and cultural activities in the City. Locating the National Parks Service Visitors Center in Salem Center allows all of this to happen. The exhibits attached show program details and maps that expand on the importance of these re-use concepts for the Salem Armory.

The headhouse portion of the Salem Armory has been deteriorating since it was gutted by fire in 1982. The cost to bring the building back to habitable condition is only achievable with an equity contribution far exceeding that which would be commercially feasible. The Museum Cooperative has therefore been prepared to proceed with up to $4,000,000 in equity fundraising ($2,000,000 of which has already been pledged) in order to restore this important community asset. In addition the Museum Cooperative would have to incur up to $3,000,000 in permanent debt. In order for this project to proceed, the existing Letters of Intent from the National Parks Service must be moved forward into a lease commitment based on fair market rentals

The Museum Cooperative has expended approximately $358,000 in funds raised to date for the project and has been awarded a $994,180 Urban Development Action Grant. The process of securing tax exempt Revenue Bond Financing has begun. The financing will facilitate occupancy of the facility by non-profit corporations important to the community/tourism concept. In addition, the Museum Cooperative is proceeding forward with the land disposition agreement with the state and anticipates a title closing and construction start on 11/1/90. The project construction schedule would allow for the National Parks Service to begin construction of its premises by July 31, 1991.

In summary, we urge the Committee to approve S. 2818, to establish a National Parks Service Visitors Center facility (Salem Center) in the Head House of the Salem Armory and to provide prompt passage of the legislation.

I wish to thank you for permitting me to submit testimony to this busy Committee.

PREPARED STATEMENT OF DR. MAUREEN JOHNSON, VICE PRESIDENT, EXTERNAL AFFAIRS AND DEVELOPMENT, SALEM STATE COLLEGE

INTRODUCTION AND INSTITUTIONAL CREDIBILITY

As Vice President for External Affairs and Development at Salem State College I am hereby submitting on behalf of the college, testimony in support of the establishment of a Visitor Center to be located at the site of the Salem Armory located on Essex Street in Salem, Massachusetts.

This endorsement is based on the results of a one year comprehensivestudy conducted by the Resource Center for Business at Salem State College. Working under the direction of the Resource Center, a public service outreach arm of the college, two distinguished members of the college's Department of Geography, Dr. John George and Dr. Theodore Pikora, acted as co-directors of this study.

Dr. John George serves as chairman of the Department of Geography. He has conducted marketing geography research for over 20 years. He completed his undergraduate work at Salem State College, earned his masters degree at Clark University, and received his Ph.D. from Boston University.

Dr. Theodore Pikora has been involved with marketing and tourism research for over a decade and completed an economic impact study of tourism in New England for the New England Governor's Conference. Dr. Pikora graduated from Fitchburg State College and went on to receive his masters degree from Clark University and his Ph.D. from Boston University.

Drs. George and Pikora are two reasons why Salem State College's Department of Geography is ranked as the No. 1 undergraduate teaching department in the country. In fact, the department's Digital Geography Laboratory, which was used for the statistical processing and computer mapping of this study, is considered one of the best equipped nationally, ranked along side West Point, UC at Santa Barbara, and the University of Maryland.

PURPOSE OF THE STUDY AND ITS OBJECTIVES

Today, tourism is considered a principle industry in Salem, and it is thought to hold much promise for the future. Funds have been directed at the rehabilitation of historically relevant structures, special events have been introduced with success, and a positive attitude towards the visitor from both the business community and the general public has evolved.

Current estimates indicate that Salem continues to attract more people each year, and there also is a serious interest in investing both time and money in the future of the industry. Recent efforts by The Salem Partnership and the Salem Project of the National Park Service, in particular, have given new life and visibility to tourism. Yet, little standardized data was available about specific market processes and traits. In order to provide for informed tourism marketing strategies and management policies, there was a need for detailed understanding of visitor characteristics and activities.

The overall purpose, therefore, of the visitor study was to provide the information and understanding necessary for the management and planning needs of Salem, Massachusetts and the Salem Maritime National Historic Site. More specifically, the study is designed to:

1. Collect and assess information about visitor characteristics in Salem with a special emphasis on travel patterns, place of origin, expectation and satisfaction levels, activities, and demographic segments;
2. Identify variations and visitor characteristics during selected periods of the tourism season;
3. Provide a basis for measuring the economic impact of tourism in Salem;
4. Identify possible segments of visitor types and their relative strength;
5. Assess the strength of Salem's share of visitor segments in regard to available state and regional data; and
6. Prepare a baseline data file for a comparative use with future information collection efforts.

The results of these objectives can be used to evaluate the strengths and weaknesses of the existing visitor experience in Salem; and to plan sound avenues for tourism development, marketing strategies, and city-wide management policies.

RECOMMENDATIONS

From the information generated about the dynamics, strengths and weaknesses of listing tourism resources, several recommendations were offered for developing and managing a more effective tourism system. They are based on the responses of over 1200 persons who completed a mail-back questionnaire administered in the city between June through November of 1989.

Findings which are relevant to S. 2818 are summarized below:

> The flow of visitors in the city create the highest densities near the Salem Witch Museum and along the Essex Street pedestrian mall where the highest percentage of visits also begin. Circulation patterns suggest that this area is best suited as a service rode and visitor information center. The attached map portrays a summary of visits at sites in the downtown of Salem.
>
> The study shows that attention should be given to providing adequate traveler services such as restrooms, sitting areas, meeting places and tourist information centers.
>
> There is a need to increase interpretive programs for certain visitors who have an interest in additional examinations of the impact of the witch period on Salem. A need also exists in improving the effectiveness of secondary themes such as "Architecture", "Maritime history", "Early American History", and "American literature". This can be accomplished, in part, with the development of segmented interpretive materials and selective promotional efforts. It would make sense that this be a key function of a centralized visitor center.
>
> The attraction resources of Salem should be organized into groups based on common themes, and materials should be prepared to assist the visitor in realizing multiple site opportunities in Salem. This orientation should be available at a centralized visitor center.
>
> Integrating Salem into a larger regional framework can result in a number of benefits. The impressive array of attraction resources and lodging facilities in the region can help to draw more visitors and to keep them here for a longer period of time. This larger scale regional structure could provide the basis for attracting more visitors from outside of New England, thereby enhancing the economic stability of Salem and the County of Essex. A key ingredient is to provide adequate and centrally located visitor services.

CONCLUSION

The focus of the study was to provide an understanding of travel patterns, visitor preferences and satisfaction levels, and market characteristics for Salem, Massachusetts. The study presented objective and concrete evidence that the first site visited or "starting point" on a trip to Salem points to a zone extending from the Essex Street Mall to the Salem Witch Museum as the leading focus area in which circulation patterns start for visitors. This fact coupled with the study's findings regarding the need for a comprehensive tourist information center, traveler services, restrooms, sitting areas, and meeting places creates a strong case for the establishment of a visitor center at the site of the Salem Armory located on Essex Street in Salem, Massachusetts.

Thank you.

Senator CONRAD. Thank you very much.

Senator KERRY. Thank you very much.

Senator CONRAD. We appreciate your taking the time to be here.

Senator KERRY. Thank you, and thank you for taking the time to have the hearing.

Senator CONRAD. Now we will turn to Senator Gorton. I want to thank you for your patience in waiting.

Please proceed. It is good to have you here.

STATEMENT OF HON. SLADE GORTON, U.S. SENATOR FROM WASHINGTON

Senator GORTON. Thank you, Mr. Chairman. I appreciate that courtesy.

I wish to add my voice and support to that of Senator Adams for a bill relating to a Vancouver Washington National Historic Reserve.

The State of Washington in its present form as a part of the United States of America began in Vancouver before there was unequivocal claim to the area north of the Columbia River on the part of the United States. Vancouver is our original settlement point, and that is important not only for the people of that city and of Clark County, but for all of the people of the State of Washington.

Yet history, as you know, proceeds in a disorderly fashion, and when you live in a dynamic society there is one layer of history piled on top of another layer of history in a place like Vancouver, which is a vital and growing city.

Replicas of the original Hudson's Bay Company forts, the beautiful restoration of Officers' Row—I can tell you by pure coincidence, Mr. Chairman, that I am just beginning a new copy of General Ulysses Grant's memoirs, which he wrote after he ceased to be President, and of course part of that takes place in Vancouver, in a military station which still exists—an original airport, an airport which is still used by the people of Vancouver—and so it is not surprising that there is some conflict over how we reconcile this history, which parts of it are deserving of preservation.

I think most people in Vancouver would by agreement believe that all of its significant elements deserve preservation, and therefore this bill—when Senator Adams and I got together we introduced a bill which is technically before you as a S., which would simply have created a national historical reserve, because there are differing points of view on exactly what should be considered.

The House took a more modest approach in the bill which it has passed. It creates a study first, and the designation of the reserve will not take place until after that study is completed. The study is to have a commission of five members for a limited period of time. It will give special attention to the airport, or airpark, which is a major part of what the city would like to preserve.

We really do commend to you your urgent consideration of that study at this point, rather than what might be a more controversial proposal, actually to make the value judgments which the commission will recommend. So in this case we are recommending that you take the House version which has already been passed, rather than a more ambitious Senate version, but that you listen to what the people from Vancouver and Clark County have to say.

The mayor, who is right here—Bruce Hagensen—has put a tremendous amount of effort of his own into this project. He is far better qualified than I to discuss with you both its history and the kind of mood which the community has adopted, its desire to see to this preservation.

So you are dealing with a large number of important matters related to our history, Mr. Chairman. I hope that you will have time to deal with this one so that we can deal with it on the floor of the Senate of the United States before we adjourn.

Senator **Conrad**. Senator Gorton, might I just inquire, is it the position of the entire delegation that the House version be adopted on this side?

Senator **Gorton**. It is.

Senator **Conrad**. Thank you very much. We appreciate your taking the time to come over and share with us that information. It is certainly useful to the subcommittee.

We will turn to our administration witness, Mr. Denis Galvin, the Associate Director for Planning and Development, National Park Service, Department of Interior. Welcome, it is good to have you here.

STATEMENT OF DENIS P. GALVIN, ASSOCIATE DIRECTOR, PLANNING AND DEVELOPMENT, NATIONAL PARK SERVICE, DEPARTMENT OF THE INTERIOR, ON S. 2771

Mr. **Galvin**. Thank you, Mr. Chairman. I have statements on all of these bills, and I will simply provide a brief summary on the administration's position on each one of them, if that is the Chair's pleasure.

Senator **Conrad**. Please proceed in that manner, and your entire statements will be included in the record.

Mr. **Galvin**. I will take them in the order that they appear on the committee schedule.

S. 2771 is to establish the Vancouver National Historical Reserve. We oppose this measure as it appears in S. 2771, Mr. Chairman, and to give a very brief summary of the reason why, we have two objections. One is the nature of the commission and the membership on the commission as established that would do the comprehensive plan for the national historical reserve.

We have been advised by the Justice Department that they feel that the commission as constituted is unconstitutional because it has authorities that should remain with the Secretary of the Interior. Also, we feel that the composition of the commission, apart from its authorities, is heavily weighted towards State and local.

The other objection we have to S. 2771, which has been removed from the House-passed bill, is a provision to extend the life of Pearson Airpark independently of the study and in conjunction with something called a mitigation and enhancement plan. Pearson Airpark currently is under a use and occupancy agreement that will terminate in the year 2002, 12 years from now. The bill gives us 3 years to do a study, and we feel that is adequate time and the study is the appropriate vehicle to determine the future fate of Pearson Airpark rather than extending its life automatically, as the Senate-introduced bill does. The House bill has removed that provision, I believe.

[The prepared statement of Mr. Galvin on S. 2771 follows:]

Prepared Statement of Denis P. Galvin, Associate Director, Planning and Development, National Park Service, Department of the Interior

Mr. Chairman, I appreciate the opportunity to provide the Committee with the Administration's views on S. 2771, a bill to establish the Vancouver National Historical Reserve in Vancouver, Washington.

We oppose this measure.

S. 2771 seeks to establish a national historical reserve in the City of Vancouver by bringing together under one management umbrella, a Vancouver National Historical Reserve Coordinating Commission, a variety of properties all currently in varying levels of public ownership. The Commission, consisting of representatives of the National Park Service, the City of Vancouver, the Secretary of the Army, the Governor of Washington, and the Commissioners of Clark County, Washington, would prepare within three years a cooperative management plan for the reserve and assist the Secretary of the Interior and the Governor of Washington in reviewing and monitoring its implementation by the agencies having jurisdiction over the various elements of the reserve. The Commission would terminate ten years following the date of enactment of S. 2771. Salaries and expenses would be borne by the Secretary of the Interior either directly or through reimbursement to other governmental entities.

Mr. Chairman, rather than go through a lengthy litany of the duties and responsibilities of the Commission established under section 3 of this bill, let me simply say that we oppose establishment of this Commission. We have been informed by the Department of Justice that the bill raises constitutional concerns by effectively granting substantive authority to a Commission that is partly composed of state officials. Although the Secretary has the ultimate authority to decide whether the Commission's plans will be implemented, he has no authority to require changes in the plans or to implement a plan under the bill that has not been submitted and approved by the Commission.

In addition, bringing these properties together in a reserve diminishes the stature of the current Fort Vancouver National Historic Site by including within the reserve properties of lesser historic significance. Administration of the reserve by a committee whose members represent diverse interests beyond historic preservation could threaten the integrity of Fort Vancouver, for which purposes have already been established by Congress. We fully subscribe to the concept of cooperative efforts through partnerships; however, in this instance formalizing this relationship in the manner described in H.R. 5144 would not in our view be either wise or constitutional. It should be noted that one of the management objectives contained in the current master plan for the park calls for cooperation ". . . with other governmental and private organizations with the mutual concern of preserving the historic and natural environment of the area. . . ."

Mr. Chairman, the crux of our objection to this bill, however, stems from the inclusion in it of subsection 5(c) entitled "Pearson Airpark." Subsection 5(c) would extend the use-and-occupancy rights of the City of Vancouver for Pearson Airpark from the current expiration date of 2002 to 2050. It is the only provision of S. 2771 that cannot be accomplished without legislation. Let me review for the Committee the history of the real property interests in the Pearson Airpark.

The western portion of the airpark was originally owned by the U.S. Army and was given to the City of Vancouver in 1949. At the request of the City of Vancouver, the National Park Service purchased the western half of Pearson Airpark from the city in 1972. The acquisition was intended, in part, to fulfill the Congressional mandate associated with Fort Vancouver National Historic Site, as the airpark is located immediately adjacent to the national historic site and intrudes both visually as well as aurally on the site. It is our intent to restore this area to the historic scene associated with the agricultural/pastoral usage of the property during its occupancy by the Hudson's Bay Company from 1824 to 1846. Visitor safety at the national historic site is an additional major concern of park management.

As a part of the acquisition process, the Service agreed to a request by the city of a retained use-and-occupancy provision whereby the city would be permitted to use the facility until the year 2002, at which time the Service would proceed with the restoration described in the site's planning documents. In 1988, however, the city determined that its needs had changed since the deal was consummated and expressed its desire to continue general aviation activities at the site beyond the legal cutoff date of 2002.

Throughout the discussions involving the continued use of the airpark beyond 2002 there has never been any offer by the City of Vancouver to repurchase the interests which the Federal government acquired at a cost of $554,500 some 18 years ago. Nor does S. 2771 require such action. We assume that the bill requires a donation to the city in spite of the fact that the Federal government already paid the city for the property. Decision makers should also keep in mind that the City acquired this portion of the airpark from the Federal government in the first instance by donation following World War II. In summary, then, the government gave this portion of the airpark to the city, then paid to get it back, and is now being asked to give it to the city a second time. Mr. Chairman, we believe the terms of the earlier acquisition were negotiated in good faith with the city and should be upheld.

Mr. Chairman, the issue of the extension or reinstatement of retained use-and-occupancy rights seems to be of great interest of late, not just at Fort Vancouver. The Administration has consistently taken the view that supports the phase-out of activities which are inconsistent with the purposes for which parks have been set aside. Having successfully negotiated terms of use-and-occupancy with landowners and paid them for the remainder of their estates, we believe that it is counter productive to jump back into the real estate business and, in essence, sell additional rights to these former landowners. On what basis would we decide who could buy additional rights and who could not? There currently are approximately 1,600 use-and-occupancy holders within the units of the National Park System. In some cases these individuals are not even the parties of record in the original purchase agreements but have acquired them through subsequent sales. To this number could be added any number of former holders who might seek to purchase additional use-and-occupancy provisions which have subsequently expired. The numbers could be endless and the consequences of this process totally counter to the purposes for which Congress and the Administration have set aside parks.

Mr. Chairman, this concludes my prepared statement on S. 2771. I would be pleased to entertain questions at this time.

STATEMENT OF DENIS P. GALVIN, ASSOCIATE DIRECTOR, PLANNING AND DEVELOPMENT, NATIONAL PARK SERVICE, DEPARTMENT OF THE INTERIOR, ON S. 1322 AND S. 2802

Mr. Galvin. I will now testify on S. 1322 and S. 2802, two bills to establish the Fort Totten National Historic Site in North Dakota. We oppose enactment of both of these bills.

These bills would authorize the Secretary of the Interior to acquire the Fort Totten State Historic Site by donation from the State. And without going into the history of the fort, Mr. Chairman, we have determined several times in the past that Fort Totten lacks national significance for a number of reasons. It has not been associated with significant historic events or people. It has been compromised over the years with respect to new construction. And generally we feel that it does not have the significance to become a unit of the National Park System.

Now I would say, Mr. Chairman, that the President's budget for fiscal year 1991 proposes $28.8 million for matching grants to States from the Historic Preservation Fund. And the State of North Dakota will get a portion of that preservation fund. We feel that such a fund is the appropriate vehicle for accomplishing one of the major purposes of the bill, which is to, in essence, repair and rehabilitate the fort.

We believe that the State is the appropriate owner of Fort Totten and that its rehabilitation should be accomplished by the State. But it is possible that the historic preservation funds could be made available for such purposes.

[The prepared statement of Mr. Galvin on S. 1322 and S. 2802 follows:]

Prepared Statement of Denis P. Galvin, Associate Director, Planning and Development, National Park Service, Department of the Interior

Mr. Chairman, I appreciate the opportunity to provide your subcommittee with the views of the Department of the Interior on S. 1322 and S. 2802, bills to establish the Fort Totten National Historic Site in the State of North Dakota.

We oppose the enactment of these bills.

S. 1322 would authorize the Secretary of the Interior to acquire the Fort Totten State Historic Site by donation from the State of North Dakota, and administer the property as a unit of the National Park System to be known as Fort Totten National Historic Site. S. 2802 is a virtually identical bill.

Fort Totten was built in 1867 and served to protect overland mail routes and the northern United States border until it was closed in 1890. The post was then transferred to the Department of the Interior for an Indian industrial school. It served as an Indian school for the Fort Totten Indian Reservation until 1960, when the Interior Department transferred the 9.8-acre Fort to the State of North Dakota without cost for use as a State historic site.

In 1959, the Secretary's Advisory Board on National Parks, Historic Sites, Buildings, and Monuments, which is now called the National Park System Advisory Board, rejected a proposal to designate Fort Totten as a national historic landmark. This action was based on the fact that the Fort lacks national historic significance. The integrity of the site has been severely compromised by new construction. The integrity of the Fort complex itself has been impaired by the demolition of historic service structures. Moreover, the interiors of the remaining buildings have been heavily modified over the years and possess only minimal integrity.

In August 1959, the National Park Service recommended that the Interior Department transfer Fort Totten to the State. This was done in 1960. In 1966, the Governor and Members of the North Dakota Congressional delegation requested assistance in the restoration of Fort Totten, and some technical assistance was provided to the State Historical Society.

Also in 1966, a field survey of the Fort was done by the National Park Service at the request of a Member of the North Dakota delegation. The resulting report found that there were no consequential associations with significant people or events to qualify Fort Totten as being nationally significant. In 1966 and in 1969 the Park Service responded to proposals to make Fort Totten a unit of the National Park System by reiterating its lack of national significance and indicating that the matching grant program under the National Historic Preservation Act is the proper role for the Federal Government to play in the restoration of this property.

Mr. Chairman, we continue to believe that Fort Totten should not be made a unit of the National Park System. It lacks integrity necessary for national significance, and the theme it represents is already well represented in the National Park System. The President's budget for fiscal 1991 proposes $28.8 million for matching grants to States from the Historic Preservation Fund. The purpose of this grant program is to assist States in preserving historic properties such as Fort Totten. We believe that the State of North Dakota should continue in the ownership and operation of the Fort, with technical and financial assistance as appropriate, and within budgetary constraints, from the National Park Service.

This concludes my prepared remarks, Mr. Chairman. I would be pleased to answer any questions that you may have.

Senator **Conrad**. If I might interrupt you there, have you concluded your testimony on that?

Mr. **Galvin**. Yes.

Senator **Conrad**. That testimony is so bad so far that I think we will turn to Senator Kennedy.

[Laughter.]

Senator **Kennedy**. Do you want to keep him happy, Mr. Chairman?

Senator **Conrad**. His answers are all wrong so far. We are going to give him a chance to think over what he just said.

STATEMENT OF HON. EDWARD M. KENNEDY, U.S. SENATOR FROM MASSACHUSETTS

Senator **Kennedy**. Thank you very much, Mr. Chairman. I think I would have to share your opinion with regards to the Salem Historic Site as well for reasons that I will mention very briefly.

First of all, I want to express my appreciation to you and to the committee for permitting me to speak this afternoon on a matter of very considerable importance to not only Massachusetts and not only the North Shore of Massachusetts, but generally New England and throughout the country. Because what we are basically talking about is an historic site that was recognized in 1938—the oldest historic site of the Park Service. And it was recognized at that time because of its uniqueness. We have there a very special preservation of the colorful maritime history that dates back to the time of the trade routes to China and many other parts of the world.

Salem, Massachusetts is unique because it has the Nathaniel Hawthorne birthplace, the House of Seven Gables, and also the historic site of the famous witch trials. This year we had over 800,000 visitors. In 1992 we will have the 300th anniversary of the witch trials, with an expectation of well over 1 million people to visit that particular site.

The people in that community, all different groups, the private sector, the public sector, the local mayors, business groups, have worked well together to develop a partnership program with very sizable and substantial private involvement in trying to ensure that there be a structure and a guidance to those visitors that come there who want to benefit from a really unique part of American history.

Now we get to the place of what the legislation really is about. There is an armory there which is not being utilized which I believe is the perfect location for the visitor center. That has been recommended by two different studies. The National Park Service has been involved in both of those studies—one by Salem College and another by the alliance and other private groups in which the Park Service has been involved. Both of those studies have been available since the early part of January and also in April of this year.

I think any fair evaluation and review would demonstrate that those studies, made by extremely competent individuals, reach the very similar conclusion that the community has reached and that the professional reviewers have reached, that is that that center ought to be located at the armory for all the obvious reasons that will be included in detail in more elaborate testimony.

The principal reservation that has been expressed by the Park Service is that they want to have a reevaluation to study this particular proposal, and in addition to study the various matters which obviously ought to be the subject of review—the traffic flow and whether this is the right location and adequate justification and the rest.

I submit, Mr. Chairman, that such an additional study is, number 1, a waste of taxpayers' money because the work that has been done in which the Park Service has participated, I believe, completely justifies—and you will have other witnesses who can speak in greater detail about that. And secondly, the position of the Park Service with regards to the timeliness of their own report at the end of this year, or legislative year would seriously disadvantage the local community in being able to fashion and shape what is really now an extremely important and essential element of that whole celebration, which is the visitors center.

Last year, in the appropriations, it was recognized that there would be a visitors center. Going back over a period of some 10 years, it has always been understood that there was going to be a visitors center. There has never been any question. I would hope that the people in that community would not be disadvantaged. They will be disadvantaged unless we pass this legislation to permit the expenditure of funds which have already been appropriated to be utilized in this way.

I do think that any responsible review of the materials would respond to the concerns of the Park Service and would also respond to the concerns of the members of the Congress who have a responsibility of ensuring that the taxpayers' money is expended wisely.

I would like to ask permission to submit a larger statement. I want to thank you for the courtesy of permitting some of those from the community who have been so much involved and have such a breadth of information and detail about this center to testify here. I would personally invite you up to come by and visit the historic site on the 300th anniversary. I am sure you will then appreciate why this legislation is so important.

[The prepared statement of Senator Kennedy follows:]

PREPARED STATEMENT OF HON. EDWARD M. KENNEDY, U.S. SENATOR FROM MASSACHUSETTS

Thank you for this opportunity to speak on behalf of the bill introduced by my colleague from Massachusetts, John Kerry. It is my pleasure to cosponsor this important legislation, which provides the lynchpin in Salem's revitalization efforts.

The Salem Maritime National Historic Site, established in 1938, is the oldest Historic Site in the National Park Service. The nine-acre site includes buildings and wharves that pay tribute to the "Golden Age of Sail" when Salem was the center of the China trade, and Salem merchants traded with ports around the world. In addition, the City of Salem has three historic districts with abundant visitor attractions, such as the birthplace of Nathaniel Hawthorne, the House of Seven Gables, the Salem Witch Museum that memorializes the infamous Witchcraft Trials, the Peabody Museum with its artifacts from the founding days of our country, and many restored homes from the past three centuries which are open to the public.

This legislation will permit the Park Service to use a portion of the former Salem Armory to house a new Visitor Center, which will showcase Salem's many historic treasures. The Master Plan for Salem Maritime, which the Park Service adopted over a decade ago in 1978, called for a new Visitor Center.

Congress anticipated the development of a Visitor Center when it appropriated funds last year for design and planning. That money is currently available to the Park Service, but we need this authorization so that development outside the boundaries of the Salem Maritime Site can proceed.

Two comprehensive studies, completed in the early spring, point to the Armory as the logical, and best, place to locate the new Visitor Center. One of these, the Visitor Use Survey, was conducted by Salem State College under the direction of the Park Service. The other, a transportation study that considered pedestrian and vehicle flow, parking, and visitor orientation, was a cooperative effort by the Park Service, the City of Salem, and the Salem Partnership.

How many more studies do we need? It seems to me a misuse of taxpayer dollars to study this question of where to locate the new Visitor Center endlessly.

Further studies also would take time that, at this point, Salem can ill-afford. Nearly 100,000 people visited Salem in 1989, and over 1 million are expected to participate in the upcoming 300th Anniversary of the Salem Witch Trials in 1992.

At present, there is no adequate, centralized starting point for these crowds to get information about Salem Maritime and the other historic offerings in the City. To greet visitors, there is only a small storefront space in a mall and an information booth located in the middle of a fast-moving rotary.

As you will hear today, in addition to the two studies I've already mentioned, Salem has built a model consensus among members of the business community, historic preservationists, the private museums, and the citizenry, all sharing the view that the Armory should be the location of a new Visitor Center.

The bill gives the Park Service the flexibility to determine whether it will be more economical to lease space in the Armory or to assume full ownership of that portion of the building that is needed for the Visitor Center. The Park Service is authorized to lease or acquire up to 12,000 square feet for this purpose. This flexibility is the result of changes in the original bill introduced in the House, changes made to accommodate concerns raised earlier by the Park Service.

The time has now come to enact this important legislation, and authorize the Park Service to move forward with developing the much-needed Visitor Center at the Armory. I urge my colleagues to support this bill, and fulfill the vision of our predecessors in Congress who established Salen Maritime over five decades ago.

Senator Conrad. Well, thank you very much, Senator Kennedy. I think after that compelling and convincing testimony, no doubt Mr. Galvin is going to want to change his testimony that he had provided earlier.

We are going to give him an opportunity to do that.

We very much appreciate your taking the time to come by and share that information with the committee.

Senator Kennedy. Thank you very much, Mr. Chairman.

Senator Conrad. Well, now that you have had a moment for sober and calm reflection, are you really going to stick with that testimony that you gave us before?

Mr. Galvin. I am afraid so, Mr. Chairman.

Senator Conrad. It is going to get rough. All right, proceed with the rest of your testimony.

STATEMENT OF DENIS P. GALVIN, ASSOCIATE DIRECTOR, PLANNING AND DEVELOPMENT, NATIONAL PARK SERVICE, DEPARTMENT OF THE INTERIOR, ON S. 2809 AND H.R. 3863

Mr. Galvin. Okay, Mr. Chairman, I will discuss next the bills Senator Simon discussed.

Senator Conrad. You guys are not against that one, are you?

Mr. Galvin. We are for the goals of the bill, I believe my testimony goes.

Senator Conrad. We are making progress.

Mr. Galvin. Well, there are only five bills here and we are only against about four and one-half of them.

Senator Conrad. I was afraid of that.

Mr. Galvin. We agree with Senator Simon that the Underground Railroad is an important story in American history that is not adequately represented in the National Park System. Both bills direct the Secretary to conduct a study of the alternatives for commemorating the Underground Railroad, the approximate route of slaves traveling to seek their freedom. The deadline for doing that study is 2 years. And within 3 years the bills require preparation of an interpretive handbook.

Basically, Mr. Chairman, we support the goals of S. 2809 and H.R. 3863. We prefer the language in the House bill that makes the deadlines for the plans contingent upon funds for the required work being made available.

Mr. Chairman, I would say that with respect to the Underground Railroad, it was no single route, as Senator Simon testified. This phenomenon took place across the country from east to west and in many different locations. I think it is an open question with respect to how best to commemorate the Underground Railroad as to whether we do it in one location where there are a lot of sites remaining or whether we would do it in many locations through some kind of cooperative venture.

I believe the bill provides or directs us to cooperate with local and State agencies and with private interests. We feel that is entirely appropriate with respect to such a broad gauge study for such an important potential addition to the National Park System.

[The prepared statement of Mr. Galvin on S. 2809 and H.R. 3863 follows:]

PREPARED STATEMENT OF DENIS P. GALVIN, ASSOCIATE DIRECTOR, PLANNING AND DEVELOPMENT, NATIONAL PARK SERVICE, DEPARTMENT OF THE INTERIOR

Mr. Chairman, I am pleased to appear before you today to testify on S. 2809, a bill to direct a study of the Underground Railroad. H.R. 3863 is a similar bill that passed the House of Representatives on June 25, 1990.

The Underground Railroad is an important story in American History and the history of African Americans that merits further recognition and interpretation. The fact that slaves would go to such extraordinary risks, against such odds, for freedom, gave powerful testimony against the propaganda of slaveholders' about the system of slavery. Recaptures of slaves gained great publicity when they occurred in the North, and escaped slaves in the North and Canada became powerful spokespersons for their brethren still in chains.

Both S. 2809 and H.R. 3863 would direct the Secretary of the Interior, acting through the Director of the National Park Service, to conduct a study of the alternatives for commemorating the Underground Railroad, the approximate route of slaves traveling to seek their freedom. The study would be required to be completed in 2 years. Within 3 years, the bills would require preparation of an interpretive handbook on the Underground Railroad. Finally, the bills would provide for a 9-member advisory committee to advise the Secretary with respect to the study.

The Underground Railroad was, in effect, every route a slave took to freedom. There was no single route, or even a small number of main routes, but a vast web of routes, often mere paths, moving through fields, swamps, forests, mountains, along rivers, and even by the sea. Travel was accomplished in conditions of secrecy and usually singly or in tiny groups. The slaves tended to stay off the main roads, usually traveling on foot at night, sometimes with knowledge of only the identity of the North Star. They hid in caves, slept in barns or in fields, and an unknowable number no doubt perished from exposure. It is remarkable testimony that slaves did escape, and some network of dedicated and secretive supporters gave them shelter along the way.

Two National Historic Landmark properties are recognized for their connection to the story of the Underground Railroad. The Levi Coffin House, in Fountain City, Indiana, is known to have been a station on the railroad, and the Harriet Tubman House in Auburn, New York, was her home later in life; Tubman was the "Moses" of the Underground Railroad, having led over 300 slaves to freedom.

The National Park Service has not completed a study of sites which may have been associated with the Underground Railroad, and strongly believes this important research should be completed first, and allowed to direct the analysis of alternatives for preserving and interpreting this important story. Because there was no one trail, and it was not a public way, after completion of the research, the Park Service would prefer to consider many alternatives, which could include for example a collection of relevant existing historic structures in one city, such as Philadelphia, or a collection of relevant historic structures across a wide geographical area illuminating the diversity of the system. The alternatives could include a trail representative of the many different routes, or an automobile tourway linking a self-guiding trail interpreted through a booklet.

The National Park Service is currently developing a system for setting priorities for resource studies. Although this system has not been finalized, we believe that the Underground Railroad would be a high priority candidate. A study of the Underground Railroad would involve a significant chapter in American history that is not well represented in the National Park System; these sites are geographically and thematically diverse; interpretive and public use potential appear high; the study would support administration initiatives for protecting sites with special importance to minority groups; and there could be many locations near metropolitan areas, another high priority for this administration.

Mr. Chairman, we support the goals of S. 2809 and H.R. 3863. We prefer, however, the language in the House bill that makes the deadlines contingent upon funds for the required work being made available. Funds for these purposes would be subject to the normal priority-setting budgetary process.

This completes my prepared comments. I will be pleased to answer any questions you may have.

STATEMENT OF DENIS P. GALVIN, ASSOCIATE DIRECTOR, PLANNING AND DEVELOPMENT, NATIONAL PARK SERVICE, DEPARTMENT OF THE INTERIOR, ON S. 2818 AND H.R. 4834

Mr. GALVIN. Next, the bill Senator Kennedy discussed, the Salem Maritime.

As Senator Kerry pointed out, I am a former resident of Massachusetts. I am not sure why I am here this afternoon to do this, but we oppose either bill at Salem Maritime National Historic Site.

Basically, Senator Kennedy outlined the reasons why. He correctly points out that there had been a considerable number of studies going back more than 10 years with respect to having the visitors center in Salem Maritime. The bills before us simply authorize the location of the visitors center outside the boundaries of Salem Maritime National Historic Site.

There have been several studies; i.e., a visitor use study done by a local Salem college, also a transportation study looking at the larger boundaries of Salem. I think the disconnect in the studies is that in 1978 the National Park Service was studying merely Salem Maritime National Historic Site. Since the creation of the Salem Partnership, the private/public coalition that both Senators mentioned, the planning focus has been on a much broader basis. It has been looking at Salem and the region surrounding it to try to coordinate an approach that brings all entities together.

That is in essence consistent with the directions of the 1978 General Management Plan that encourages cooperation. Alas, it is not consistent with what that plan says about the location of a visitors center. Hence our position is that we have not completed adequate studies to justify complete support of the current legislation at this time.

We believe that the review that is underway should be completed prior to a final decision on the establishment of a visitors center. We expect to complete this review this calendar year.

That concludes my testimony on Salem, Mr. Chairman.

[The prepared statement of Mr. Galvin on S. 2818 and H.R. 4834 follows:]

PREPARED STATEMENT OF DENIS P. GALVIN, ASSOCIATE DIRECTOR, PLANNING AND DEVELOPMENT, NATIONAL PARK SERVICE, DEPARTMENT OF THE INTERIOR

Mr. Chairman, I appreciate this opportunity to provide your Subcommittee with testimony on S. 2818, a bill to provide for a visitor center at Salem Maritime National Historic Site. H.R. 4834 is an identical bill that passed the House of Representatives on July 10, 1990.

Mr. Chairman, we oppose either bill. The National Park Service has not completed its review of the planning necessary to support the development of a Visitor Center outside the boundaries of the Salem Maritime National Historic Site. If however legislation is enacted to authorize a Visitor Center, the Administration supports the protective provisions of both bills, including prohibiting the Service from exceeding market rates for space, completion of a financial analysis, and other cost benefit analysis requirements as outlined in the bill, before any agreements are concluded.

H.R. 4834 would authorize acquisition of property or an interest therein within the city of Salem, subject to a cost benefit economic analysis having been completed, and it would authorize expenditure of funds on such property for a Visitor Center.

The National Park Service is now in process of reviewing plans for Salem Maritime National Historic Site that would consider the issues related to a Visitor Center. These issues to be considered include the appropriate location for the Visitor Center, the scope of the themes for the interpretive exhibits in the proposed Visitor Center, the scope and scale of the Visitor Center itself, and how the Park Service interpretive program would cooperate with partners who might share a new and expanded Visitor Center.

This review should be completed prior to a final decision on the establishment of a visitor center. The Park Service expects to complete its review this calendar year. Action on this legislation would be premature before this review is final.

This concludes my prepared remarks. I will be pleased to respond to any questions you may have.

STATEMENT OF DENIS P. GALVIN, ASSOCIATE DIRECTOR, PLANNING AND DEVELOPMENT, NATIONAL PARK SERVICE, DEPARTMENT OF THE INTERIOR, ON H.R. 5084

Mr. GALVIN. The last bill that I am here to testify on is H.R. 5084, a bill to authorize the National Park Service to acquire and manage the Mary McLeod Bethune Council House National Historic Site.

We oppose enactment of H.R. 5084 and request that you defer action on this bill until the National Park Service completes a suitability/feasibility study which is under way to analyze alternatives for addressing several issues related to the Council House.

The Mary McLeod Bethune Council House is currently managed by the National Council of Negro Women pursuant to a cooperative agreement with the National Park Service. There are several structures; the Council House itself, and a carriage house that contains the national archives for black women's history.

Mr. Chairman, we are merely saying that the National Park Service feasibility/suitability study will answer several important questions with respect to what needs to be done if the purposes of the bill before us are carried out. Questions like handicapped accessibility—one structure is four stories, the other is two stories; the scope of the archives collection. The bill before us would seem to considerably expand the purposes that were previously expressed in Public Law 97-329.

So, Mr. Chairman, on the Mary McLeod Bethune Council House, we are merely saying that we have a suitability/feasibility study under way and believe that action on this bill is premature at this time.

[The prepared statement of Mr. Galvin on H.R. 5084 follows:]

PREPARED STATEMENT OF DENIS P. GALVIN, ASSOCIATE DIRECTOR, PLANNING AND DEVELOPMENT, NATIONAL PARK SERVICE, DEPARTMENT OF THE INTERIOR

Mr. Chairman, I appreciate the opportunity to provide your subcommittee with the views of the Department of the Interior on H.R. 5084,, a bill to authorize the National Park Service to acquire and manage the Mary McLeod Bethune Council House National Historic Site.

Mr. Chairman, we oppose enactment of H.R. 5084 and request that you defer action on this bill until the National Park Service completes a Suitability-Feasibility study to analyze alternatives for addressing several issues related to the Council House site.

The Mary McLeod Bethune Council House and the National Archives for Black Women's History were designated a national historic site in 1982 by Public Law 97-329. That authorizing legislation directed the Secretary of the Interior to enter into a cooperative agreement with the National Council of Negro Women. The site, and the archives, have been operated by the National Council, in conjunction with the Bethune Museum Archives, Inc., since that legislation was enacted. The purpose of the site as directed in the 1982 legislation included the preservation, maintenance, and interpretation of the Council House and site because of the historic meaning and prominence of the life and achievements of Mary McLeod Bethune, an outstanding leader in the area of housing, employment, civil rights, and women's rights; and the continuation of the Mary McLeod Bethune Memorial Museum and the National Archives for Black Women's History at this site.

H.R. 5084 would authorize the Secretary of the Interior to acquire the site, and then manage and operate the site. As proposed in this bill, the Council House, carriage house, and archives would be acquired in fee simple, and then the National Park Service would administer the site, including interpretation and preservation, in accordance with National Park Service management policies, and guiding legislation.

H.R. 5084 would authorize the Secretary to acquire the archives, and the Secretary is then directed to enter into a cooperative agreement with nonprofit organizations to administer the archives currently located at the historic site. The Secretary is further directed to enter into cooperative agreements with nonprofit organizations to provide the public programs, seminars, and lectures appropriate to interpret the life and work of Mary McLeod Bethune and the history and contributions of African-American women.

The National Park Service is in the process of completing a Suitability-Feasibility study addressing the issues related to the Council House and the archives. This study is not complete, but it will include addressing alternatives for the following significant issues:

1. H.R. 5084 significantly expands the existing scope of the Council House and the archives: Under H.R. 5084 the site would preserve and interpret the life and work of Mary McLeod Bethune, the history, lives, and contributions of African-American women, and the struggle for civil rights in the United States. This expanded scope could significantly affect the operation, operating budget of the Council House, and the archives.
2. If the scope of the site is expanded, and additional material is acquired in the future, the existing carriage house would become inadequate to store the archives. The scope of the archives should be carefully considered, as well as the future use of the carriage house.
3. Neither the Council House nor the carriage house currently holding the archives are accessible to the handicapped. Access to the four story house, and two story carriage house, need to be carefully considered for feasible alternatives for access.
4. If the existing archives, or the expanded archives, cannot be made accessible to the handicapped, the boundary of the existing site should be reconsidered for possible expansion.
5. H.R. 5084 directs the Secretary of the Interior to administer the Council House. The Suitability-Feasibility Study will include alternatives for management, and an analysis of the impact of any changes proposed in the management of the site and the archives.
6. Cost estimates for the various alternatives have not yet been completed.

In summary, because of these significant issues which will be addressed in the Suitability-Feasibility Study, we recommend that action be deferred on H.R. 5084 until completion of this study.

That concludes my testimony, and I would be pleased to answer any questions you may have.

Mr. GALVIN. That concludes my summary statements, Mr. Chairman. I will be happy to answer any questions if I can.

Senator CONRAD. Thank you very much for your taking the time to be here and provide the testimony of the administration on the bills before us.

First, let me turn to the matter of Fort Totten. Do you know who the last commander was at the fort?

Mr. GALVIN. No, I do not, Mr. Chairman. I might say that we have the Chief Historian of the National Park Service here this afternoon. And I have a feeling that he probably knows—well, I know that he knows more about the history of Fort Totten than I do. If you would like, we can bring him up here to answer some of your questions.

Senator **Conrad**. Well, I tell you this is a matter of some importance. The last commander at Fort Totten was named Major S.S. Conrad. Now, are you telling me this does not have historic importance?

Mr. **Galvin**. No, Mr. Chairman. We are saying it does not have national historic significance.

Senator **Conrad**. I tell you, Senators from North Dakota are United States Senators.

Mr. **Galvin**. I understand that, Mr. Chairman.

Senator **Conrad**. You see, that has national significance.

Mr. **Galvin**. I will defer to the Chair on that opinion.

Senator **Conrad**. You see, already we are making progress. Let me just say to you, seriously, the view that the people in our part of the country have as to national significance is the role that this facility has played with respect to the relationship between the Federal Government and the Indian population.

Have you ever had a chance to visit this facility?

Mr. **Galvin**. No, I have not, Mr. Chairman. I did read your introductory statement when you introduced the bill.

Senator **Conrad**. I would very much like to have you or other representatives come and visit. I think you would find something that is really quite compelling.

There is a story to be told there that is really a quite remarkable story of the ongoing relationship between the Indian population of our country and the Federal Government from the great Sioux uprising that occurred in 1862, which was one of the most startling reactions of the Indians to the encroachment of the white population, to the later attempt of the Federal Government to find a way to bring the Indian population into a relationship with the dominant white population—the Dawes Act and related legislation that were attempts to educate the Indian population in the ways of the white man, if you will.

And this is a story, frankly, which has not had much of a telling. That really is the significance that we see. It is a story, frankly, that needs to be told. If you would come to my State today you would find the Indian population is still distributed on four reservations, that is the vast majority of the Indian population. And you would find that they have not assimilated, and that, in fact, rates of unemployment and rates of alcoholism are at staggering levels—rates of alcoholism, 85 percent on Indian reservations; levels of unemployment, 40 percent, 50 percent and more. There is clearly a need for some greater understanding by the dominant culture here of a culture that has been taken over and in some real sense, vanquished and a need for there to be some greater understanding. One way to do that is to tell the story of what has happened.

And so I just make those remarks to you in all seriousness, aside from our earlier pleasantries, to tell you that I think there is a story to be told here that has a national significance.

Mr. **Galvin**. Thank you, Mr. Chairman. I appreciate that.

Senator **Conrad**. Let me just turn, if I could, to the Salem visitors center because I have several questions I would like to ask you about that so that the record of the committee is more complete.

Could you tell the committee how many sites are currently being evaluated? Do you know how many visitor sites for that location are being considered?

Mr. GALVIN. Well, Mr. Chairman, there have been a number of studies, but I would say the short answer to your question is that there are really on the record probably only two sites. One is the armory that Senator Kennedy mentioned. Now, I would point out that this bill simply allows the National Park Service to look for a site in Salem. It does not compel us to go into the armory. And it makes some cost/benefit tests to ensure that, in fact, the taxpayer gets an equitable deal wherever we go in Salem.

The other is the on the record orientation center of the 1978 General Management Plan for Salem, which was a location inside the park. As I pointed out in my earlier statement, I think the disconnect here is that when we did the plan in 1978 we were only thinking about the park, not the town. Subsequently, events have compelled us to look at a much broader canvas with many more partners in an effort that I think has been exemplary in terms of cooperation between all levels of Government and the private sector.

Regrettably, events pushing the construction of the visitors center are slightly ahead of the planning process. But only two sites, I think, that are at this point under consideration—well, really the armory is the only site that is under consideration at this time for a visitors center.

Senator CONRAD. How much longer would you expect the review to consume?

Mr. GALVIN. Mr. Chairman, in my prepared statement we talked about the end of the calendar year. So I think I will stick with that.

Senator CONRAD. Would you be willing to provide the committee with a copy of that when it becomes available?

Mr. GALVIN. Yes, Mr. Chairman, we would. I would also make available all of the other studies that have been done, if it pleases the committee.

Senator CONRAD. We would be very happy to receive those. And, if I might ask, based on your knowledge of the review thus far, do you have any information about the suitability of using the armory? I mean, as you evaluate these sites, do you have enough information now to form any tentative conclusion with respect to the suitability of the armory itself? Is there a problem that leaps out with that site?

Mr. GALVIN. With respect to location, there is no problem. I think that the changes made in the House bill, which are embodied in the Senate bill are largely economic. And in essence, I think we are trying to ensure an equitable investment among all of the partners in the building. There will be other people in the armory.

I do not think that location per se has been as controversial. And in fact, the visitor use study and the transportation study pretty much point to this location. So in my mind, having looked at the planning documents, I believe the armory location is a good location for the visitors to both Salem and to the Salem Maritime.

I think the concerns expressed in the earlier hearings in the House were largely over ensuring that the taxpayers' investment is protected. And the House bill was changed to require us to come back with some cost/benefit analyses, which we will do.

Senator CONRAD. Maybe if we could turn for a moment to the Vancouver National Historical Reserve. The House companion measure that was discussed earlier in testimony has been amended to provide for only a study to establish the reserve.

Do you have comments on that proposal?

Mr. GALVIN. That particular approach, Mr. Chairman, is much preferable to us, to the bill before us in S. 2771 largely because we do feel a cooperative planning effort at Vancouver is the approach to solving some of the very real dilemmas that exist between competing historic sites, if you might allow me to say that.

And in fact, it removes the most objectionable portion of the earlier bill the House looked at the renewal of the use and occupancy at Pearson Airpark before the study was completed. So the House substitute removes that objection and, in fact, continues the comprehensive plan. We still have some reservations about the composition and the authorities of the commission.

Senator CONRAD. Let me ask this question with respect to the Pearson Airpark, because that appears to be a central question with respect to the Vancouver proposal. Are there historical values to be preserved in connection with the Pearson Airpark?

Mr. GALVIN. There are historical values. It is clearly an early airfield. There is some disagreement about its particular significance; that is, about how old it is, how long it has continuously operated as an airpark. And, in fact, the notion of doing a comprehensive plan should allow us to satisfy those concerns. But we are not entirely in agreement with the present operators of the Pearson Airpark that characterize it as the oldest operating airfield in the United States. But clearly it has been in operation for a long time.

Senator CONRAD. Let me, if I can, take you back to the Fort Totten question for at least a brief, additional time. I first wanted to ask, in your knowledge, are there any locations in the National Park System that attempt to tell the story of Indian assimilation into the dominant white culture?

Mr. GALVIN. No, I do not believe there are, Mr. Chairman. I would say, Mr. Chairman, I was struck in reading the background material on Fort Totten and in reading your statement of introduction that I believe subject to Mr. Bearss' correction, that our earlier reviews of Fort Totten were very much with respect to its significance as a military fort.

And I was struck in reading your introductory statement that the material that I reviewed in preparation for this hearing did not reveal that we had ever looked at Fort Totten along the lines that you have been discussing here.

Senator CONRAD. Let me just say I appreciate that. And I can understand the natural inclination would be in that regard. What we have always felt is really the historic significance is not so much the role of the fort as a fort per se, although that has some interest as well. It is, frankly, the larger story of Indian assimilation because of its later role as a school, and as you go through the history, which was provided for in my statement, a really much bigger story to be told. And one that we have not examined very well in this country. And one that we are still struggling with.

Mr. **GALVIN**. Indeed.

Senator **CONRAD**. One other point I would want to make on the integrity of the structures, there was an indication that there has been reconstruction. I wanted to indicate to you that most of those changes were made because of its role as an Indian school.

Mr. **GALVIN**. That is my understanding, yes.

Senator **CONRAD**. And, again, that is in our judgment why there has been some misunderstanding, and frankly miscommunication. That may be partly our fault, that we have not previously done a good enough job of explaining what it is that we see is the real significance here. I did want to just share that with you and to say that we would hope that we could have further discussions on that significance and further sharing of information.

Mr. **GALVIN**. We would be happy to, Mr. Chairman.

Senator **CONRAD**. As always, I want to thank you for your appearance and your taking the time to be here. We very much appreciate that. It is a beautiful day out there. I am sure there are other things we could all find to be doing, but we appreciate very much your taking the time to be here.

Mr. **GALVIN**. Thank you, Mr. Chairman. I appreciate it.

Senator **CONRAD**. Next I would like to call our panel, the Honorable Charles Mertens, the chairman of the Legislative Council from the North Dakota House of Representatives, who will talk about Fort Totten; Mr. Vance Nelson, the site supervisor of the Fort Totten State Historic Site; the Honorable Bruce Hagensen, the mayor of Vancouver, Washington; and Mr. Tom Leonard, the president of Salem Partnership, Salem, Massachusetts.

I want to welcome you all and indicate again that your full statement will be made a part of the record. We hope that you could summarize.

We are going to start first with Representative Mertens—it is very good to have you here—the head of the North Dakota Legislative Council and somebody who has represented the area that Fort Totten is in for many years in the North Dakota legislature.

We are pleased to have you here. And if you would please proceed with your testimony.

STATEMENT OF CHARLES P. MERTENS, CHAIRMAN, LEGISLATIVE COUNCIL, NORTH DAKOTA HOUSE OF REPRESENTATIVES

Mr. **MERTENS**. Thank you, Chairman Conrad. It is a pleasure to be here.

I am here on behalf of the entire Legislature of North Dakota and as a former appropriations chairman and former appropriations committee member for most of my 20 years in the State legislature.

For the record, my name is Representative Charles Mertens, chairman of the North Dakota Legislative Council. My testimony today will deal with the fiscal problem North Dakota has with the preservation and display of Fort Totten.

Others, particularly Vance Nelson, will go into the more detail about the historical significance of Fort Totten, quite frankly because he is an expert on the details.

From the summer of 1867 when soldiers of Company A, D, and K of the 31st Infantry hastily built a fort at the site, it has been unique. It was built in the middle of an Indian reservation. And you remember all the Saturday afternoon movies, we always saw the soldiers had to ride quite a distance to go to the reservation. Fort Totten was built in the middle of the Indian reservation and was built to protect and aid the Indians as much as to control them.

Today Fort Totten remains unique because it still contains the original buildings. This is not a facsimile, this is not a replica, this is an original infantry and calvary fort. We are very much in danger of losing it.

The reason the buildings are still standing is unique. Fort Totten and all its buildings were turned over to the superintendent of the Indian school at Devils Lake on December 21, 1890. The post commander, as you previously stated, was Major S.S. Conrad. I have not been able to determine whether Major Conrad was a relative of yours, Mr. Chairman, but we have him to thank for turning the buildings over to the Indian school. As a school the buildings were protected from the elements and became a part of the Indian education movement of the United States Government.

I hope, Mr. Chairman, that the committee will note that the centennial observance of this event is just 3 months away, in December of this year.

The Department of the Interior turned Fort Totten over to the State of North Dakota on March 6, 1959. The North Dakota Historical Society has done an outstanding job of attempting to restore and preserve this beautiful historic fort.

It is apparent, however, that the financial resources of North Dakota are totally inadequate to either preserve, restore, or display Fort Totten as it deserves to be displayed. Ideally, Fort Totten should be a national monument to the Indian education movement of America.

Because Fort Totten has such a colorful and important history of the movement to educate the Plains Indian, it deserves to be preserved as a national monument and a reminder of how Indian children were educated.

It is my belief that these buildings, which are original, intact, deserve to be protected and recognized for their place in American history.

Because my time is limited, I have to be careful not to go into too much detail, but to try to give you an overview of the critical situation. Fort Totten's size alone prohibits North Dakota from ever doing justice to the fort.

Off the record, out of my text, I remember when the State of North Dakota accepted it from the Interior Department, at that time there basically was not any choice. The Bureau of Indian Affairs, which was part of the Department of Interior, was going to give the fort site away to somebody. The only thing that we could do—we figured it had to be at least a State that would take it over because of the size. The State agreed to take it over and turn it over to the Historical Society. We have really attempted to do justice to it.

After all these years we have some problems—and we have done some beautiful work at the fort—we are unable to provide the preventative maintenance to preserve the entire complex of buildings. Because of the extreme cold of our winters, cracks in foundations and/or roofs fill with water and when they freeze to ice, at 30° below, ice expands. This causes immense hydraulic pressure. It has the ability to destroy buildings in a relatively short period of time. Immediate action is needed on some of the buildings.

Fort Totten is made from bricks that were actually kilned from the local clay. These bricks are of a relatively soft variety and must be protected from the elements by paint. They have been protected by paint and they have lasted 130-some years. Some of the huge roofs need repair to prevent deterioration of the interior of the buildings. Some of these interiors are almost irreplaceable. In one building, the ceiling inside is a pressed metal, the walls are pressed metal and to replace them would be extremely difficult. There, again, you would have a facsimile rather than the pressed metal of the day and age.

The Fort Totten Indian reservation has a very high unemployment rate, as you mentioned. Establishing a National park site on the reservation would be of great benefit to the Devils Lake Sioux tribe.

Fort Totten is an extremely popular site requested by visitors to the Devils Lake area.

Finally, we have provided the committee and staff with a printed booklet of the history of Fort Totten as a military post and Indian school, from 1867 to 1959, edited by Larry Remele. That is the blue book that we made available.

In my opinion, it is one of the finest works done of this era, accurate and factual. We have also made a videotape available to the committee, which gives the committee an idea of the size and the beauty of Fort Totten. Not only that, but I am sure if the Chairman or members of the staff and the committee will view that videotape, it is a very telling story.

They interviewed three or four of the Indians that attended the Fort Totten Indian school, and one in particular that I happened to become well acquainted with was Rex Moore. He is an outstanding artist, a nationally known artist. He came back to our native State to become vice chairman of the Tribal Industries, one of the major companies. He started the Tribal Industries in conjunction with the Sioux tribe and it is now entirely owned by the Sioux tribe.

This gentleman tells of growing up on the Fort Totten Indian reservation in the 1930's during the Depression, of attending school at the Indian school and the harshness of it sometimes, of joining the Army because that was the only way you could get any money in the late 1930's. He said it was bad enough living through the Depression and through the drought, but to be Indian besides——

And this gentleman consequently learned eight languages and became a CIA agent and became a personal friend of the King of Saudi Arabia. And the King of Saudi Arabia thought he was an Arab because he said he looks at the movies and television and they killed all the Indians in the United States.

I think if you will look at that videotape, you will agree what we are trying to get through, that you just testified, is that this fort deserves to be preserved as a monument to the Indian education movement of the United States.

During this, the centennial year of Fort Totten becoming an Indian school, please help us preserve this beautiful and historic Fort Totten by dedicating it as the historical site to tell the story of the Indian school system.

That basically is my testimony, Mr. Chairman. And I think you have probably seen the much greater, lengthier testimony of Vance. And he has some words that I think he would like to address to the Committee.

[Attachments to the prepared statement of Mr. Mertens follows:]

State Historical Society
of north dakota (STATE HISTORICAL BOARD)
NORTH DAKOTA HERITAGE CENTER, BISMARCK, N.D. 58505
TELEPHONE 701-224-2666

February 21, 1990

Representative Charles Mertens
718 7th Street
Devils Lake, ND 58301

Dear Representative Mertens:

As requested, I have compiled the following summary of the major restoration and repair expenditures at Fort Totten from 1967 through 1989. If you have any questions about the following, please call me at 224-3567.

1963-65	Fort Totten Repairs	$ 15,000.00
1965-67		None
1967-69	Fort Totten Repairs	14,990.16
1969-71	Fort Totten Improvements	15,000.00
1971-73	Fort Totten Renovation	43,877.00
1973-75	C. O. Quarters Restoration	10,417.50
	Hospital security sash	2,371.50
	Plumbing & elect. repair	1,209.66
	Signing	775.00
1975-77	C.O. Quarters restoration	3,879.00
	Site Utilities Study	5,695.00
	Commissary Restoration	144,451.00
	Soils Testing	606.00
	Materials & labor	1,029.00
	Plumbing & electrical repairs	465.00
1977-79	Mobile home	14,400.00
	Roof repair - Little Theater	200.00
	Rewire Bakery	112.00
	Glass	259.00
	Gas tank	153.00
	Utilities to mobile home	811.00

	Paint	155.00
	Soils test - Capt. Quarters	543.00
	Architect's fees - Capt. Quarters	8,941.37
1977-79	Carryover	
	Architect's fees	23,084.00
	Adv. for Bids	194.00
	Capt. & First Lt. Quarters Restoration	115,548.00
1979-81	Architect's fees	9,793.00
	Adv. for Bids	192.00
	Utilities Project	38,420.00
	Arch. fees	377.00
	Capt. & First Lt. Quarters Restoration	6,083.00
1979-81	Carryover	
	Capt. & First Lt. Quarters Restoration	35,573.90
	Comfort Station	15,000.00
1981-83	Site Supv.Housing	23,119.81
	Repairs	27,450.00
1983-85	Porch stabilization	45,794.49
1985-87	Reroofing and roof repairs	27,300.00
1987-89	Porch repairs and roofing	33,779.00
		$687,048.39

Sincerely,

Melvin Barnett
Director
Historic Sites Division

dak

May 24, 1990

Priority List of Vital Repairs,
Fort Totten State Historic Site,
Fort Totten, North Dakota

Priority	Building Description and Needs	Estimated Cost
1.	Gymnasium (roof replacement and repairs)	$ 44,275.00
2.	Steam tunnel north, west and south sides of square (remove and fill to prevent further foundation degradation of adjacent structures)	46,000.00
3.	Building #5. Second Lt. quarters/Principal's office (repair and stabilize foundation, windows, roof)	47,150.00
4.	Building #6, Surgeon and Chaplain quarters/Principal's and employees' residence (stabilization of walls and windows)	46,000.00
5.	Building #7, Hospital/school cafeteria (repairs, stabilization, windows, secure interior wall	27,600.00
6.	Building #10, Quartermaster storehouse/classrooms, laundry, bakery, harness shop (repairs and stabilization)	25,070.00
7.	Building #11 & 12, North barracks/boys' dorm (roofing, window replacement, repairs, stabilization)	58,650.00
8.	Building #1, 2nd Lt. quarters /sewing room (stabilization and repairs)	2,300.00
9.	Building #2, Officers' quarters/girls' dorm (stabilization and repairs)	23,000.00
10.	Building #14, Barracks/theatre (stabilization & repairs)	103,500.00
11.	Building #25, Adjutant's office/agency headquarters (foundation and wall stabilization, repairs)	138,000.00
12.	Building outside square on BIA property/carpentry shop (repairs, windows, stabilization, roofing)	143,150.00
TOTAL		$704,695.00

Senator **Conrad**. Thank you very much. We appreciate that. I think in fairness to our other witnesses, we will hear testimony on Vancouver and Salem, and then conclude with Vance if that is all right given the lateness of the hour and to try to treat the individual projects equivalently.

So with that, if we could hear from the mayor of Vancouver on the Vancouver Historic Reserve.

STATEMENT OF HON. BRUCE E. HAGENSEN, MAYOR, VANCOUVER, WA

Mr. **Hagensen**. Thank you, Mr. Chairman. It is a pleasure to be here.

I might add that having witnessed the committee session thus far, I feel somewhat heartened. I used to think that we were the only ones being opposed by the National Park Service and I find that I am in distinguished company. I appreciate that.

Mr. Chairman, with your permission I would like to include this particular packet which has been passed out to the committee entitled, "Proposed Vancouver National Historic Reserve Act," prepared by the City of Vancouver, September 20, 1990.*

I appreciate that, Mr. Chairman. It does include my written testimony as well as supporting testimony from our city manager, local historical officials, and briefing packets and other important items to our particular effort.

Mr. Chairman, I am somewhat concerned in that in the testimony of our distinguished Senators from the State of Washington, they said that I would provide much more detail on the whole issue. I am assuming that the chairman still wants to work within the confines of 5 minutes. And so I will make every effort to summarize.

Senator **Conrad**. Your full statement will be made a part of the record.

Mr. **Hagensen**. I appreciate that, Mr. Chairman, and I also want to leave some opportunity for questions.

Certainly, I am here to speak in favor of the enactment of the Historical Reserve Act. I think it is good public policy. It protects, enhances, and preserves some significant historical assets in the Pacific Northwest.

We have wonderful pieces of history sitting side-by-side and in some cases, layered over each other in 300 acres of publicly owned land. This 300 acres is part of what used to be a 640-acre military reserve. And thanks to the wisdom of the Federal Government over the years, all of this land has passed into public ownership.

There are approximately 14 agencies, public agencies, that loosely administer what we call our central park area. But there are 300 acres of that 640 acres that contain real jewels, one of which, of course, is the recreated fort—and I would note for the record that it is a recreation—that was done by an act of Congress and the National Park Service and depicts that portion of our history from 1824 through the late 1840's, which was the trading post set up by the Hudson Bay Fur Company under the management of Dr. John

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* Retained in subcommittee files.

Laughlin. During that era there were several competing countries for the Pacific Northwest. There was Spain, Russia, Great Britain, and the United States. And certainly those brief 10 years that the British were there are important. That also happened to be one of the destination points of the settlers traveling the Oregon Trail.

However, I am fond of saying that just because canoes came before airplanes, that does not make them more significant as far as our history goes.

We have right next to the fort the Pearson Airpark, which is not only reputed to be the oldest airport in the United States under continuous operation, but had many of the distinguished activities that characterized the early efforts in aviation.

It also was the site of the landing of the first transpolar flight that took place in 1937, in which three intrepid Soviet aviators flew 63 hours and landed at Pearson Airpark. It just so happened that the distinguished General George C. Marshall happened to be commandant of the post there. He took them on to various other visitations in the United States, which included a ticker tape parade. Pearson does have historical significance.

I think the National Park Service is, I think, hesitant to admit that because they recognize that the thrust of this piece of legislation is to preserve Pearson Airpark as a continuously operating airport, and also to allow for the development of a historical museum, which is also off to an excellent start.

Another important piece of this 300 acres is what we call Officers' Row, 21 buildings built between 1854 and 1905. They were to house the next element of our growth, which was the U.S. military, which moved in after the British left. This was the cultural, economic, and political center of what was then known as the Great Oregon Territory. These buildings were preserved, thanks to the efforts of the State of Washington and the City of Vancouver, when we combined to put together a $10 million project to preserve these buildings.

This has been accomplished. We are very proud of it. Mr. Chairman, we do have pictures of this if you would care to see those.

This is a very vital and important part of the history. It is owned by the City of Vancouver, and of course was, when the restoration took place, it was done under the guidelines and the auspices of the National Park Service.

We also have the old military barracks.

I would point out that another key underlying issue within this particular piece of legislation is the opportunity for participants within the commission to exchange lands. We anticipate that the military is probably going to find the Vancouver barracks is not a significant part of their future and at some point in time is going to access all of the property.

It is particularly important to us at this juncture, Mr. Chairman, in that the NCO club, which is a deserted building, and the old chapel, which is a deserted building, are falling into a state of disrepair. And if it goes on a whole lot longer, we will not be able to stabilize them.

We feel that the provisions within this piece of legislation will allow us to do the things that need to be done.

I guess it is safe to say, Mr. Chairman, that what this piece of legislation does is it provides for a partnership, and we believe partnership in the true sense of the word. It offers the opportunity for both the Federal, State, and local governments to combine resources, to establish a joint management plan, to adopt common goals and objectives, and I think more importantly, it offers the opportunity for joint funding of projects.

Right now we know that our public resources at the Federal, State, and local level are not sufficient to do the good things that we need to do. We do believe that within the auspices of this piece of legislation that it will enable not only the city, the county, and the State to work with the Federal Government, but it will also give us the opportunity to bring in private dollars, which we think are very important.

I guess I would like to say in summation, Mr. Chairman, that we have some very interesting pieces of history on this 300 acres. And I would submit to you and to members of the committee that the sum of the whole is really—the value of the whole is really greater than the sum of the pieces, because while we have four very fine pieces of history sitting there, there are underlying and overriding issues that also need to be dealt with from an historical prospective.

We would like to be able to interpret the life of our native Americans that were there before any of these pieces were. We would like to depict the role of the sea captains and the overland explorers. We think that the impact of the Great Oregon Trail needs to be interpreted, and the history of aviation. All of this can be done within the context of the Historical Reserve and within the context of a true, meaningful, and working partnership.

Certainly I do believe that this is a good piece of legislation. I also think it is good public policy. And I would note for the record that I would hope that the committee and the members of the Senate would join a strong level of support for this particular bill.

I would point out that we have bipartisan support from both congressional delegations from the State of Washington and the State of Oregon. I would ask you to join the Governor of the State of Washington and the State Historical Society of Washington and the county commissioners and the mayor of Vancouver and the mayors of all of the surrounding areas, including the mayor of Portland, Oregon. All of these people in the Pacific Northwest realize the opportunities inherent in this legislation.

We would encourage you to act upon it. Thank you.

[The prepared statement of Mr. Hagensen follows, additional statements appear in the appendix:]

PREPARED STATEMENT OF BRUCE E. HAGENSEN, MAYOR, CITY OF VANCOUVER, WA

Mr. Chairman and Members of the Subcommittee, thank you for this opportunity to appear before you and share my thoughts as you consider the proposed legislation for the Vancouver National Historical Reserve. This is a significant piece of legislation that offers the opportunity to mold a common vision for 300 acres of urban land that is commonly known as the birthplace of the great Pacific Northwest. It offers the opportunity for partnership between local, state and federal agencies to shape a vision, manage it and fund it for the benefit of all of our citizens who share an interest in our common heritage.

BACKGROUND

Situated on the north side of the Columbia River opposite Portland, Oregon, Vancouver was the location selected for the first U.S. military outpost in the Northwest Territory. The original military reserve was 640 acres, and all of this property, now in the heart of Vancouver, remains in public ownership, occupied by a variety of federal, state and local agencies including the:

U.S. Army Vancouver Barracks
Federal Highway Administration—Regional Office
National Parks Service—Ft. Vancouver Historic Site
Veterans Administration—Hospital
Clark College—State Community College
Washington State University
Washington State Patrol
Vancouver School District Hudson's Bay High School
Fort Vancouver Regional Library
Clark County Public Utility District
City of Vancouver—Officers' Row Historic District
City of Vancouver—George C. Marshall Recreation Center
Southwest Washington Health District
City of Vancouver—Pearson Airpark and Museum
City of Vancouver—Old Apple Tree Park
City of Vancouver/NPS—Waterfront Park
City of Vancouver Water Station and Waterworks Park

Over the last forty plus years, community groups and the various public agencies have been collaborating to preserve, reconstruct, and interpret the several historical assets, while continuing to use many of the facilities to meet current needs. Thousands of local residents and visitors come to Central Park every day.

The proposal advanced by Rep. Unsoeld and Senators Adams and Gorton is to draw the most significant historical elements into a reserve to better coordinate planning and management of these resources.

To date, the major efforts in historical preservation have been the federal government expenditures on the replica of the Hudson's Bay Trading Fort, and the City of Vancouver restoration of Officers' Row which was transferred to the city by a discount conveyance in 1984. The city and state have invested $10 million in the restoration of these 21 buildings, completed in 1988. Many of the pictures being shown to the committee show various Officers' Row buildings.

REASONS

In support of this legislation, I would like to make a few brief points:

1. While cooperation among the various federal, state and local agencies has been good over the years, there is a need for a more comprehensive approach to assure the objectives of each agency are met and are complimentary to each other.
2. Cooperative planning for improvements and control over uses will make the area more attractive and useful to the public.
3. The possibility of the U.S. Army phasing out some or all of its activities makes it imperative that work start now to determine what to do with the property before further deterioration occurs.
4. Establishment of the reserve will enable us all to maximize our limited resources and work together to better leverage private funding for projects.

COMMITMENT

The City of Vancouver is ready to proceed with substantial effort and commitment to continue the historic preservation of the area. For example, we are ready to make the capital expenditures necessary to remove airport buildings on the property adjacent to the historic fort site, and to make improvements on this property consistent with an acceptable mitigation plan.

We are also ready to take on the challenge of restoration of a former Vancouver Barracks Headquarters, recently damaged by fire, possibly making this into a museum.

And we are ready to support the Pearson Airpark Historical Society in its effort to establish a permanent aviation museum in a replica hanger building.

PARTNERSHIP

The City of Vancouver is committed to a meaningful partnership with federal and state agencies and to involve the local community in all activities. Partnership to us means working together everyday not just meeting once in awhile to exchange pleasantries. The city is experienced in partnership and has a record that is illustrative.

1. The city and NPS have already worked out an arrangement for a park on the waterfront. In this case, the Park Service was unable to obtain resources to improve the site of a former Coast Guard Station. The city, under a use agreement, constructed the park with local dollars and help from various community groups, and continues to maintain the park. Our commitment is not lessened by the fact that we don't own the land.

We worked cooperatively with the NPS just last year to erect a monument, adjacent to the Fort Site Visitor Center, commemorating the occasion of the first Japanese visitors to the Northwest.

We have a record of effective partnership with many other local agencies, especially the Vancouver School District, to build and operate parks and recreation areas.

SUPPORT

I would like to note the strong local support for the establishment of the reserve attached at the end of this statement.

Please note that this is not just a list of airport supporters. Yet much of the dialogue concerning the reserve has focused on the airport, and I would like to make a few comments.

It is true that when the agreement was made in 1972 to sell a portion of the land to the Parks Service, there was an expectation that the airport could close after a new airport was sited and constructed. Repeated efforts have been made to site a new airport, and it is now clear that this cannot be accomplished in any foreseeable time frame. Therefore, Pearson is needed by the community to serve the general aviation needs. It is also apparent that in 1972 we made a mistake in not fully recognizing the historical significance of Pearson. We now have a chance to correct that error.

In addition, I believe Pearson can and will be a good neighbor to the Historic Fort Vancouver site. The continued existence of the airport will assure largely open space to the east. If the airport is forced to close, the likely result will be commercial or industrial development of a more intense nature, and further encroachment of flights from Portland International Airport.

CLOSING

Fort Vancouver, Officers' Row, Pearson Airpark, the Army Barracks, and the Columbia River waterfront are all significant pieces of the historical development of our community and region. I would submit that the whole is greater than the sum of the pieces, and it is the whole that deserves your support under the auspices of the Reserve act. The benefits of joint planning, management and funding cannot be over estimated. It is a unique opportunity for collective action, marshalling the resources of the public sector in a unified effort to preserve, interpret and share the history of the Pacific Northwest.

Visiting the "pieces" of history on the Reserve will be interesting, but a more compelling vision is the depiction of the evolution of the whole. The potential for education is exciting, as young and old learn about our Native Americans; the struggle for dominance between Spain, Russia, England and the United States; the roles of the early sea captains and the overland explorers; the arrival of international traders; the pioneers and settlers who traveled the Oregon Trail; the military and its effect on the political, social and economic development of the Oregon Territory; the birth of aviation and its effect on the mail system, the military and the "polar bridge." The reserve is a unique history lesson waiting to be shared—a composite of international competition and nation building that has a common site on 300 acres of land on the banks of the Columbia River.

I ask you to join the City Council of Vancouver, the Commissioners of Clark County, the local and state historic preservation officers, the Governor of the State of Washington, and the congressional delegations of the States of Washington and Oregon in support of the Vancouver National Historical Reserve Act. This bill provides a unique opportunity for partnership devoted to preserving and sharing our rich historical resources. The Vancouver National Historical Reserve Act deserves your support.

Senator CONRAD. Thank you very much. Thank you for your excellent testimony. What I intend to do is to ask several questions of the mayor and then move to hear from Mr. Leonard and ask questions of him so that you would be free to leave. Then we will close out with Mr. Nelson.

Mr. Mayor, is there any local opposition to establishing the Historic Reserve?

Mr. HAGENSEN. Yes. There is a group of approximately 80 people who go under the name of Friends of the Fort. And they subscribe to, what I guess is the official National Park Service view, and that is that Pearson Airpark and the fort itself are incompatible.

Senator CONRAD. Do you see any conflict in maintaining and operating an airfield within the boundaries of a National Historic site?

Mr. HAGENSEN. No, I do not. I think that certainly we hope to show that pieces of our history can sit side-by-side and be compatible. This is not to say that there are not some impacts from Pearson.

I think there are a number of things that are going to have to be done. One, we are going to have to limit and put a lid on the growth of Pearson Airpark. Two, I think we are going to have to move a number of hangars and create more open space around the Park Service. I think we are going to have to do some enhancement of screening and other things to mitigate the fact that these two pieces of our history happen to be sitting side by side.

I think that some of the old saws about the noise from Pearson and some of the other things and safety issues do not hold up to close scrutiny. And I think the supporting documents will point that out.

Senator CONRAD. Let me ask one final question. And that is the House Interior Committee, as you perhaps know, has amended the companion legislation to provide for a study of establishing the reserve. Would you support such a study?

Mr. HAGENSEN. I guess inherent in that question is do I support the current House bill. The answer to that is yes. I am not excited about it. I think that there is sufficient history there to establish a reserve, although I understand the practicality of having the study first prior to the designation. And I am happy with that.

I also note that they have changed the appointment process for the committee members. And certainly I understand the anxiety exhibited by the National Park Service when they feel that the local governments can outvote the Federal Government. And certainly we are not entering into it with that anticipation. We are looking at a true partnership. We think our interests are mutual. And once we get the airstrip itself behind us as an issue, I think we can move forward in a true partnership.

I think it is fairly evident from the record in the House and from the testimony and the submission of documents that the congressional intent, at least from the States of Washington and Oregon, is that Pearson will continue to be a functioning general service aviation airport. I think it is also everyone's intent, too, that that be made as compatible as possible. And we subscribe to that. And we look forward to working to that objective.

Senator CONRAD. Thank you very much. We appreciate it.

Mr. HAGENSEN. Thank you, Mr. Chairman. I do appreciate your courtesy and kind attention.

Senator CONRAD. Next we will hear from Mr. Thomas Leonard representing the Salem Partnership. Welcome.

STATEMENT OF THOMAS M. LEONARD, PRESIDENT, THE SALEM PARTNERSHIP, INC., SALEM, MA, ACCOMPANIED BY MAURA SMITH, EXECUTIVE DIRECTOR

Mr. LEONARD. Good afternoon, Senator. Thank you very much for the opportunity to come here today and represent the City of Salem and present to you some testimony on a most exciting project for the City of Salem.

As you said, my name is Thomas Leonard and I am addressing you today as the president of the Salem Partnership. The Salem Partnership is a coalition of community leaders from both the public and the private sectors of Salem. In addition, I can particularly speak to the private sector's support for this project as I am a senior vice president of the Salem Five Cents Savings Bank, a 135-year-old mutual savings bank in Salem.

I am joined today by Maura Smith, who is the executive director of the full-time executive director of the Salem Partnership. Our mayor, Neil Harrington, had hoped to be here today but was detained on some city business and was not able to attend.

Senator CONRAD. You are welcome to come to the table and join him. We are pleased to have you here.

Ms. SMITH. Thank you very much.

Mr. LEONARD. The Salem Partnership supports the creation of a centralized and professionally managed visitors center at the Salem armory. We believe that this project represents the cornerstone of Salem's tourist management program and the key to the upgrading of the national park Salem Maritime Historic Site.

We brought with us a couple of charts today.

Salem is a community very rich in historic treasures of national significance.

Senator CONRAD. How big is Salem?

Mr. LEONARD. Salem is a city of about 37,000, 38,000 people, but it sits in the middle of the Salem's North Shore, which probably represents a rather contiguous area of 250,000. In addition, the City of Salem has designated three historic districts, which include 522 buildings, 6 monuments, and 2 burial grounds.

Hundreds of thousands of tourists visit Salem each year as both Senator Kennedy and Senator Kerry alluded to in their testimony. They come to explore the National Park Site as well as the Peabody Museum, a renowned collection of maritime national history and East Asian artifacts. The Essex Institute, which is a museum neighborhood, represents three centuries of historic houses and actually houses all of the artifacts that are Salem's and the North Shore's heritage. The House of Seven Gables exists within the city, as does the Salem Witch Museum.

In addition to meeting Salem Maritime visitor orientation needs, we also see the redevelopment of the armory site as a catalyst for additional tourist development in the City of Salem.

The Salem Partnership was established in 1987 and it is a broad-based coalition of leaders dedicated to the revitalization of the City of Salem. This unique partnership between the public and private sectors includes representatives from business and industry, government, the National Park Service, Salem State College, our historic museums, and local community organizations. From the very outset our elected officials, including Senators Kennedy and Kerry, as well as Congressman Nicholas Mavroules, who represents us in our district have been most active supporters and advocates of the Partnership's efforts.

Since its inception, the Partnership has worked very closely with the National Park Service to support its efforts to improve the national site and visitor services at Salem Historic Site. It is important to note that Salem Maritime, as was previously noted, is our Nation's first National Historic Site. It was founded in 1938 to preserve and interpret the important story of our Nation's early economic dependence upon the sea.

The site, which is 9 acres large, is located along Salem's historic waterfront. It represents a critical component of Salem's growing tourism industry.

Over the past 2 years the Partnership and the City of Salem have been working with the Park Service planners to develop an appropriate tourist management program for our community to address the critical issues of access, circulation, parking, and signage. We helped fund a very comprehensive transportation plan which was completed and released earlier this year.

Salem, if you are not aware, is somewhat removed from the transportation links along the coast of Massachusetts and we are directly on the waterfront, which was very positive for us in the 1600's, but now in the 1900's we need to deal with access a little bit differently. We are working on that with the transportation study. That transportation study, along with a visitor study, which was done in May of 1990 and produced by the Salem State College, was also done. And the copy of the visitor survey has been provided to you for the official record.

Both of these studies, both the visitor survey and the transportation study, both of them point out the need for a centralized visitor information center. They both point out that the vicinity of the Salem armory is the primary starting point for most of the visitor experiences in Salem. We would also like to emphasize that the need for a professional visitor center is critical at this time because Salem will commemorate the 300th anniversary of the Salem witch trials in 1992. Over 1 million visitors are expected to come to the city to participate.

Senator **Conrad**. Did I understand that you are going to celebrate the witch trials?

Mr. **Leonard**. Well, we are going to commemorate them. And we are going to do that with a schedule of special events, exhibits, and symposia so that we certainly are not going to celebrate that experience.

Currently visitors arrive in Salem without a clear starting point or adequate information regarding the city's many attractions and amenities. The location of a National Park Service visitors center at the Salem armory will provide tourist information and an orientation program close to the available parking, the aforementioned museums, and other historic attractions. Unlike the neighborhood immediately adjacent to the National Park site, which offers very little visitor parking, there are 1,300 parking spaces located within a block of the armory site. After an orientation at the visitors center, visitors can follow Salem's Heritage Trail to the Salem Maritime site, which is located just a half a mile away.

The redevelopment of the former armory represents a true partnership of public and private resources. As currently proposed, the Salem armory would be developed cooperatively by the Peabody Museum and the Essex Institute. We have also brought a chart which shows the configuration of the armory as it would be devised with the National Park representing space in that front portion of the Salem armory and it shows the location of the Peabody Museum and Essex Institute. The Essex Institute and the Peabody Museum have both contributed many of their resources to get this process accomplished.

The City of Salem is offering nearly a million dollars in UDAG funds and they have provided immeasurable political support through the office of mayor Neil Harrington. The Salem Partnership offers broad-based community support from the city's public and private sectors.

We look to you for support to authorize the construction of a National Park Service visitors center at the site of the former Salem armory by voting in favor of the House version of the bill, which was passed earlier this year.

We thank you very much for your time and the opportunity to come here and present to you.

We would be happy to answer any questions you may have about the project or about the City of Salem.

[The prepared statement of Mr. Leonard follows:]

PREPARED STATEMENT OF THOMAS M. LEONARD, PRESIDENT, THE SALEM PARTNERSHIP, INC.

Good afternoon. My name is Thomas Leonard and I addressing you today as the President of The Salem Partnership, a coalition of community leaders from both the public and private sectors in Salem, Massachusetts. In addition, I can particularly speak to the private sector's support for this project as a Senior Vice President at the Salem Five Cents Savings Bank.

I am joined today by Maura Smith, the Partnership's full-time Executive Director; and by Mayor Neil Harrington, a leading member of The Salem Partnership and a strong proponent of the Visitor Center project. I have brought written testimony from the Mayor, from the Museum Cooperative, and from Salem State College which I would like to have included in the record of these proceedings.

The Salem Partnership supports the creation of a centralized and professionally-managed Visitor Center at the former Salem Armory; we believe this project represents the cornerstone of Salem's tourism management program and the key to upgrading the National Park Service's Salem Maritime National Site.

Salem is a community rich in historic treasures of national significance. Much of Salem's waterfront, including Salem Maritime National Historic Site, is listed on the National Register of Historic Places. In addition, the City of Salem has designated three local historic districts which include 522 buildings, 6 monuments, and 2 burial grounds. Thousands of tourists visit Salem each year to explore the Peabody Museum, a renowned collection of maritime, natural history, and East Asian artifacts; the Essex Institute, a museum neighborhood representing three centuries of historic houses; the House of the Seven Gables; and the Salem Witch Museum. In addition to meeting Salem Maritime's visitor orientation needs, we also see the redevelopment of the Armory site as a catalyst for additional tourism development in Salem.

Established in 1987, The Salem Partnership is a broad-based coalition of leaders dedicated to the revitalization of the City of Salem. This partnership between the public and private sectors includes representatives from business and industry; government; the National Park Service; Salem State College; our historic museums; and local community organizations. From the outset, our elected officials including Senators Kennedy and Kerry as well as Congressman Nicholas Mavroules have been active supporters of the Partnership's efforts.

Since its inception, the Partnership has worked closely with the National Park Service to support efforts to improve the historic site and visitor services at Salem Maritime National Historic Site. It is important to note that Salem Maritime was our nation's first "national historic site", founded in 1938 to preserve and interpret the important story of our nation's early economic dependence upon the sea. These nine acres, located along Salem's historic waterfront, represent a critical component of Salem's growing tourism industry.

Over the past two years, The Partnership and the City of Salem have been working with Park Service planners to develop an appropriate tourism management program for our community. To address the critical issues of access, circulation, parking, and signage, we helped fund a comprehensive Transportation Plan which was released in May 1990. To investigate visitor needs and preferences, we supported the Visitor Use Survey conducted by the National Park Service and Salem State College; a copy of the Visitor Survey has been provided for the record.

Both of these in-depth studies point out the need for a centralized visitor information center to orient visitors and both independent studies highlight the vicinity of the Salem Armory as the primary starting point for the visitor experience. We would also like to emphasize that the need for a professional visitor center is critical at this time since Salem will commemorate the 300th Anniversary of the Salem Witch Trials in 1992. Close to a million visitors are expected to descend upon the city to participate in the year-long schedule of special events, exhibits, and symposia.

Currently, visitors arrive in Salem without a clear starting point or adequate information regarding the city's many attractions and amenities. The location of a National Park Service Visitor Center at the Salem Armory will provide tourist information and an orientation program close to the available parking, museums, and other historic attractions. Unlike the neighborhood immediately adjacent to the national park site which offers little visitor parking, there are 1300 parking spaces located within a block of the Armory site. After an orientation at the Visitor Center, visitors will follow Salem's Heritage Trail (a red line linking the city's historic attractions) to the Salem Maritime site located less than a quarter mile away.

The redevelopment of the former Armory represents a true partnership of public and private resources. As currently proposed, the former Salem Armory will be developed cooperatively by the Peabody Museum and the Essex Institute, two of New England's premier historical institutions. These two museums, located adjacent to the Armory site, are working with Fidelity Investments who will manage the renovations and site development. The National Park Service would occupy 12,000 square feet for a visitor center equipped with an information desk, educational exhibits, a multimedia presentation, and seating areas. The museums would utilize a portion of the remaining space for revolving exhibits and presentations.

In Salem, we recognize that the city's future economic viability will rely on a true partnership between the public and private sectors. To redevelop the Salem Armory, the Peabody Museum and the Essex Institute are offering their financial and historic resources to make this project economically feasible. The City of Salem is offering $994,000 in UDAG funds as well as immeasurable political support through the Office of Mayor Neil Harrington. The Salem Partnership offers broad-based community support from the city's public and private sectors. We look to you for support to authorize construction of a National Park Service Visitor Center at the site of the former Salem Armory.

Thank you for your time and I would be happy to answer any questions you may have.

Senator **CONRAD**. Let me just ask, if I could, a couple of brief questions and get your responses for the record.

Is the armory currently in condition to accommodate the proposed visitors center or would there be major renovative work necessary?

Mr. LEONARD. There would be major renovation work that needs to be done, but that project could be accomplished within the time frame that we have noted to get it ready for the 1992 major visitation. The two museums, the Peabody Museum and the Essex Institute, have made arrangements with Fidelity Management Company in Boston, which is the major mutual fund program. They also have a Fidelity Property development arm. And they are working on a plan right now to develop the armory. That could be accomplished well within the time frame as outlined in all of the documents that have been presented here.

Senator CONRAD. What potential costs did your study identify that would be part of locating the visitors center in the armory?

Mr. LEONARD. Well, the only cost to the National Park Service would be the cost of renting the space or acquiring the space because the armory itself, which was owned by the Commonwealth of Massachusetts, has recently been declared—I guess declared surplus by the Commonwealth of Massachusetts. It has been turned over to the City of Salem and to the museum collaborative. So the cost of acquisition is nil.

Senator CONRAD. Based upon your review are there other feasible alternatives for the visitors center besides the armory?

Mr. LEONARD. Well, I think we would support what Mr. Galvin said earlier, that clearly the armory site is the most logical site for this center in Salem. All of the studies that have taken place really prove the visitor comes to that immediate location first to get an orientation to Salem. There are two major museums, the Peabody and the Essex, would flank the armory. It is, without question, the most viable site because of the parking, the amenities, and so forth. Also, as Maura reminds me, there really is no space on site for the National Park at this point to expand their present facility to allow for a visitors center. So it really is imperative that they seek a site that is off-premises.

Senator CONRAD. Thank you very much. I think we have a very clear picture now of what is occurring there. And we want to thank you for taking the time to come here and testify and answer our questions as well.

Mr. LEONARD. Thank you very much for the opportunity.

Senator CONRAD. Let me now turn to Mr. Vance Nelson, the site supervisor for Fort Totten State Historical Site.

Thank you for your patience.

STATEMENT OF VANCE E. NELSON, SITE SUPERVISOR, FORT TOTTEN STATE HISTORIC SITE, FORT TOTTEN, ND

Mr. NELSON. Thank you, Mr. Chairman.

Senator Conrad, I believe that the historical resources represented by the buildings and grounds of Fort Totten meet the established National Park Service guidelines in relation to an important national theme—that of Indian assimilation—and has the integrity necessary for such designation as a national historic site.

It is absolutely critical for the national Government to immediately undertake the preservation of these resources in order to ensure the continued integrity of the 16 original structures and the associated grounds of what has been recognized by professional historians as "one of the best preserved original building military forts of its era in the trans-Mississippi West."

That preservation is due largely to the fact that the Bureau of Indian Affairs placed these buildings to an adaptive use as an industrial boarding school for native American children as soon as the United States Army abandoned the fort in 1890, and to the fact that the local citizens, which included a resolution of the Devil's Lake Sioux Tribal Council, recognized the importance of preserving these resources shortly after the closing of the federally operated school in 1959.

Mr. Chairman, with your permission I am going to skip over testimony relating to the military role of Fort Totten, because that is adequately covered in your introduction to the bill, and go on to the fact that the national military role represented in the surviving structures and grounds of Fort Totten Historic Site pales in comparison to its importance as the only historic site, to my knowledge, of its magnitude that is currently attempting to research and interpret two important and little understood themes in our Nation's heritage: the relationship of the U.S. Government to Indian education, and the concerns of the U.S. Government toward Indian health, especially in the war against tuberculosis.

Visitors express a great deal of surprise and interest when they learn of the U.S. Government's changing policies in Indian education, which included a period of time known as "assimilation," when the United States' policy was best described by one former Indian Commissioner as "to kill the Indian and save the man," an effort to eradicate the language and the traditional ways of native American life, and to substitute in its place the English language; Christianity, and preparation for "civilized citizenship."

Captain Richard Henry Pratt, an officer of the frontier army of the United States, shaper of the United States Government policies toward Indian education, advocated that boarding schools for Indian children be established in abandoned military posts.

Pratt believed in the necessity of bringing the children of many tribes, even though they may have been traditional enemies, into a common school environment. Fort Totten Historic Site is one of the many locations where this national policy of "the lion shall lie down with the lamb" was carried out.

Central to the core of instruction at the Indian industrial boarding schools was the order that all instruction was to be given in English and that the native American children were not allowed to speak their own language. The complexities of the implementation of that Federal policy become clearer when one realizes that many of the Fort Totten teachers were the "Grey Nun" Sisters of Mercy from Montreal, Canada, who had been federalized—that is, made direct employees of the Federal Government—and became teachers at the school. Their first language was French, but they had the duty of teaching children that spoke Chippewa and Sioux languages how to read and write in English.

Photographs taken inside the assembly hall of the main classroom show native American children dressed in stage costume performing the roles of George and Martha Washington, as well as other patriotic drills.

Additional aspects of national heritage revealed at Fort Totten include the efficiency movement in American education, the Tuberculosis Preventorium effort of 1935 to 1940, and the community-based self-determination policy. Many buildings at Fort Totten relate to this, and in my expanded statement I have identified some of the major buildings that do reflect national importance.

Based upon my more than 26-year professional background in historic sites work, I am especially aware of the uniqueness and the special character of the historical resources that currently exist at Fort Totten historic site, and I am extremely concerned at the possibility of the accelerating pace of the deterioration of this enormous resource. It is now more imperative than ever to support the efforts to nominate the site for national historic landmark status and designate Fort Totten as a national historic site.

Thank you, Mr. Chairman.

[The prepared statement of Mr. Nelson follows:]

SUPPORT FOR FORT TOTTEN NATIONAL HISTORIC SITE LEGISLATION

(By: Vance E. Nelson)

I appear before you today to speak in support of legislation to establish Fort Totten National Historic Site. According to National Park Service guidelines, as quoted from The National Parks, Shaping the System, pg. 97 "Historical parks should be associated with persons, events, or themes of national importance; should encompass structures or features of great intrinsic or representational value; . . ." These guidelines further state that site "integrity is vital". I believe that the historical resources represented by the buildings and grounds of Fort Totten meet those guidelines. In my opinion it is absolutely critical for the national government to immediately undertake the preservation of these resources in order to insure the continued integrity of the 16 original structures and the associated grounds of what has been recognized by professional historians as "one of the best preserved military forts of its era in the trans-Mississippi West". That state of preservation is due largely to the fact that the Bureau of Indian Affairs placed these buildings to an adaptive use as an Industrial Boarding School for Native American children as soon as the United States Army abandoned the Fort in 1890, and to the fact that the local citizens, which included a resolution of the Devils Lake Sioux Tribal Council recognized the importance of preserving these resources shortly after the closing of the federally operated school in 1959.

Acting under this mandate, the State Historical Society of North Dakota accepted the management of the buildings and grounds as a State Historic Site. From 1960 until the present, the State Historical Society of North Dakota has researched and interpreted the historical significance of the site for the visiting public. The site was listed on the National Register of Historic Places, and a Historic American Buildings Survey was conducted. During a time when Federal funding grants were available for Historic Preservation projects, restoration of several fort buildings began. The State Historical Society of North Dakota is proud of the restoration and preservation work that has been accomplished during this period of time, but has found its work limited and curtailed as both Federal and State funding for historic preservation projects dried up. In the meantime, the major historic themes displayed by and embodied in the buildings and grounds have been revealed through historical research.

Although the Fort was named for Brevet Major General Joseph Gilbert Totten (important in our Nation's history in relation to seacoast fortification between the War of 1812 and the Civil War, and for whom five separate military posts were named) and the fact that personages of national historical importance have lived at, or visited the site during both the military phases and Boarding School phases of the site's history, the primary National guideline under which Fort Totten should qualify as a National Historic Site is in relation to its "broad themes of national importance" and its historical "integrity". It is this "broad scope" of complex relationships between a variety of Federal government policies which affected the lives of thousands of people over a broad span of time that makes the historical resources at Fort Totten absolutely unique, and of National importance.

COMMENTS ON THE NATIONAL IMPORTANCE OF THE MILITARY ERA

The national military mission which necessitated the establishment of Fort Totten, Dakota Territory in 1867 was two-fold. First, it was of national importance to open a new mail route to the gold fields of Montana as the Oglala Sioux leader Red Cloud won his war and negotiated with the United States Government to close a similar trail, located further west, known as the Bozeman Trail. Fort Totten became a key post along the new mail trail across Dakota Territory. Secondly, as the long term conflict between the Sioux and Chippewa peoples contributed to the overall problems of depredations against pioneer settlers in Minnesota in 1862, it became a National goal to establish and keep peace between these warring groups. This mission was accomplished through the efforts of the soldiers stationed at Fort Totten as treaties were negotiated which established separate reservations for the Chippewa (Turtle Mountain) and the Sioux (Devils Lake Sioux). In view of our national heritage, one of the unique aspects at Fort Totten (unlike many other military posts of its era) is that peaceful relationships between the soldiers and the peoples of these two Indian reservations were maintained throughout the military era (1867-1890).

Fort Totten provided men and material resources, in the 1870's, to assist the nation in its effort to protect the U.S./Canadian Border Survey. A few years later, in 1885, military expeditions from Fort Totten patrolled this border during an episode in Canadian history known as the Louis Riel Rebellion.

The nation was shocked during its first centennial celebration in 1876 by the news of the defeat of Lt. Col. G.A. Custer at the Little Big Horn Battle. Two companies of the Seventh U.S. Cavalry, under Custer's direct command, had come from Fort Totten. The poignancy of this event is revealed when one realizes that the Surgeon's quarters and the Hospital building where Doctor Dewolfe lived and worked at Fort Totten are two of the structures that still survive.

Shortly after I arrived at Fort Totten to serve as the Site Supervisor, I met a Native American and his family who were touring the site. The man informed me that he was a graduate of the BIA School that had operated at the site, and that he wanted to show his children. He informed me that his grandfather had worked for Dr. DeWolfe, 7th Cavalry, and that when his grandfather heard of the Doctor's death at the Little Big Horn Battle (Dewolfe had been shot in the face, and his widow was one of four left behind at Fort Totten) the grandfather took the name, Dewolfe. The grandson, Jerome DeWolfe, namesake of the former post surgeon, now serves as a staff member of the Medical Clinic at Fort Totten.

COMMENTS ON THE NATIONAL SIGNIFICANCE OF THE INDIAN INDUSTRIAL SCHOOL, SEPARATION OF CHURCH AND STATE POLICIES, AND CONCERNS FOR NATIVE AMERICAN HEALTH AS REFLECTED AT FORT TOTTEN HISTORIC SITE

The national military role represented in the surviving structures and grounds of Fort Totten Historic Site, pales in comparison to its importance as the only historic site (to my knowledge) of its magnitude that is currently attempting to research and interpret two important, and little understood, themes in our nation's heritage: The Relationship of U.S. Government to Indian Education, and The Concerns of the U.S. Government toward Indian Health, especially in the "war" against Tuberculosis.

An article in the most recent issue of History New:: published by the American Association for State and Local History, (Sept./Oct. 1990 vol. 45, No. 5, pgs. 18-20) entitled: "To Lead and To Serve: Presenting the Story of Indian Education at Hampton Institute" by David Bearinger which describes an exhibit sponsored by the Virginia Foundation for the Humanities at the Hampton University Museum and Archives, testifies to the increasing recognition among professional historians and public audiences of the importance of the Indian Education theme in our national heritage. This theme dovetails into another major theme of national importance: the problems of separation of Church and State within the context of education of the Native American. Several books and articles detail the complexities of these two themes of our national heritage, including: "Battlefield and Classroom: Four Decades with the American Indian 1867-1904", by Richard Henry Pratt; Pratt: "The Red Man's Moses", by Elaine Goodale Eastman; "The Churches and the Indian Schools 1888-1912", by Francis Paul Prucha; "Doing 'Women's Work': The Grey

Nuns at Fort Totten Indian Reservations 1874-1900", by Susan C. Peterson in "North Dakota History", Vol. 52, No. 2, 1985; and "Fort Totten: Military Post and Indian School 1867-1959", edited by Larry Remele and published by the State Historical Society of North Dakota.

Visitors (which averaged (1989-1990) near 16,000 from all 50 States, the District of Columbia, 9 Provinces of Canada, and 29 other foreign nations) express a great deal of surprise, and interest, when they learn of the U.S. Government's changing policies in Indian Education, which included a period of time known as "Assimilation", when the U.S. policy was best described by one former Indian Commissioner as: "To Kill the Indian and Save the Man", which was an effort to eradicate the language and traditional ways of Native American life, and substitute in its place the English language, Christianity, and preparation for "Civilized" Citizenship.

The remaining structures and grounds at Fort Totten Historic Site are a microcosm of all of these national concerns, and more. At one time it was the largest of the more than one hundred such schools operated by the U.S. Government. Its students frequently went on to other schools such as Hampton Institute, and Carlisle Barracks (which served as the prototype for all of the Boarding Schools). The graduates of Hampton and Carlisle Barracks also came to serve as staff at the Fort Totten school.

Two more themes of national heritage are revealed through a study of this microcosm at Fort Totten Historic Site. Richard Henry Pratt, the founder of the Carlisle Barracks school, and shaper of U.S. Government policies toward Indian Education, advocated that Boarding Schools for Indian children be established in abandoned military posts (an early example of the principles of "adaptive use" in the Historic Preservation movement within the United States). He further complained bitterly against the Boarding Schools being established on, or close to, Indian Reservations (of which Fort Totten Historic Site is but one example). Pratt believed in the necessity of bringing the children of many tribes, even though they may have been traditional enemies, into the same location. Fort Totten Historic Site is one of the many locations where this national policy of "the lions shall lie down with the lambs" was carried out.

One of the visitors to Fort Totten during the summer of 1987 was an elderly gentleman who told me that he had been a student at the Fort Totten Boarding School. He was of Chippewa descent. We walked to the Boys Dormitory building (a former soldier barracks), where he pointed out his room, on the second floor. He told me of his fright to be taken from his family (under the U.S. Policy of Indian Education at that time the children were not supposed to go home for a period of 5 years, nor were their parents or grandparents encouraged to visit them) and placed in this room with three or four older boys. He told me that almost immediately upon his arrival, the older boys (of the Sioux tribe) began making critical remarks about him, but he tried to stand up to them. He was hit in the face by one of the older boys, which caused him to go sit on the floor against the wall to try to choke back the pain, shame, and tears. He told me some older boys "of my people" (Chippewa) came in to the room and confronted the other boys who had given him the trouble, and told them that they were not to touch or harm this young boy, because he was under their protection, and thus the matter ended. Later during his visit, this elderly man pointed to the long flight of stairs leading from his second floor dormitory room, and told me that there were several times that while descending the flight of stairs the boys in front of me would turn and grab my ankles and pull me off my feet, and I would go "bump, bump, bump, all the way down this long flight of stairs".

It is through such oral histories as this, and many, many others, stimulated by the remains of Fort Totten Historic Site, that the effects of the broad policies of the U.S. Government on human lives becomes real.

COMMENTS ON THE THEMES OF LANGUAGE, CITIZENSHIP AND AMERICAN SYSTEMS OF EDUCATION

One of the major recurring discussions in the "melting pot" concept of our nation's heritage revolves around the considerations of whether we should make necessary adjustments for a multi-lingual society, or whether we should all write and speak one language: English. Central to the core of instruction at the Indian Industrial Boarding Schools was the order that all instruction was to be given in English, and the Native American children were not allowed to speak their own language. The complexities of the implementation of that Federal policy become clearer when one realizes that many of the Fort Totten teachers were the "Grey Nun" Sisters of Mercy from Canada who had been "Federalized" (made direct employees of the Federal Government). Their first language was French, but they had the duty of teaching children that spoke Chippewa and Sioux languages how to read and write in English.

During the annual POW-WOW celebration at Fort Totten this summer, a former graduate of the school stopped at the historic site, and during our discussion informed me that in the early 1950's, while he was a student, he had his mouth washed out with soap "for speaking Sioux". He also informed me that on every day when the weather permitted the students would gather in the central square, face the flagstaff, and repeat the pledge of allegiance.

Photographs taken inside the Assembly Hall of the main classroom (an addition to one of the former soldier barracks buildings) show Native American children, dressed in stage costume, performing the roles of George and Martha Washington, as well as "patriotic drills". Various records indicate that many of the students from the Fort Totten school served the nation during World War I, World War II and the Korean War, and in other capacities.

Besides the specific heritage of the Boarding School, the changes in the broad spectrum of Educational Systems, such as the "efficiency movement in American Education" are revealed. Other changes, such as the Tuberculosis "Preventorium" of 1935-1940, and the Community based "Self-Determination" policy of the combination Day and Boarding School are also revealed.

It is important to realize that the curriculum of the Fort Totten Boarding school, and its administration was not only common to the vast majority of schools designed for Indian Education, but were also almost exact duplicates of other specialized schools of the time, such as the North Dakota School for the Deaf located in the community of Devils Lake.

An understanding of this heritage is of vital importance in the process of shaping our future relationships. Currently there is a great national concern over the rapid increase of Diabetes on Native American reservations. Some scientists suspect that the change in dietary habits (from a high protein, meat oriented diet of the Plains Indian hunters to the high starch wheat bread diet of the white man) brought about largely through the education in cooking presented in Boarding Schools such as represented by Fort Totten may be the cause. One of my Native American friends theorizes that the long term effects of Boarding School education over a number of generations may be a contributing factor to what is currently perceived as a lack of "parenting skills" among many adult Native Americans, whose only response when confronted with the magnitude of problems of handling modern teen-age youth is: "send them off to a Boarding School".

COMMENTS REGARDING UNIQUE HISTORICAL SIGNIFICANCE OF SPECIFIC STRUCTURES WITHIN FORT TOTTEN HISTORIC SITE

Since the buildings of the site are original, (not reconstructions of our past) and now stand as "objects" of a large "outdoor museum", the "walls" actually do "speak" in volumes about our common heritage. (A reflection upon one of the most frequent comments of visitors to the site.)

Among the surviving structures at Fort Totten Historic Site, several deserve special recognition:

A study for the North Dakota American Revolution Bicentennial Commission entitled "The Fort Totten Historic Site: A Proposed Meeting House for North Dakota", mentions the national importance of historic preservation of the Fort Totten Hospital by stating, "It is one of few surviving examples of 19th century army hospitals and is built on a plan which reveals a great deal about the status of medicine at this time." In its adaptive use during the era of the boarding school, the building served as the kitchen and dining hall where all of the Native American boys and girls in attendance at the school were taught the cooking and table etiquette skills as practiced in the mainstream of American lifestyle at that time. In order to provide for the adaptive use of this structure at the historic site, the State Historical Society of North Dakota invited the Pioneer Daughters of the Lake Region to install a museum of pioneer artifacts.

This study also identifies another structure, known as the Adjutant's Office as "represent(ing) a somewhat unique survival among western military posts and would be of interpretive interest for depicting 19th century army administration." The building is further important because it became, after military abandonment, the main Administration Building of the Devils Lake Sioux Agency of the BIA.

Of all the buildings at the site there are only two structures, the Gymnasium and the Flagpole, that are solely representative of the Boarding School era, and have no significance to the military occupation of the site.

The present flagstaff replaced the military's wooden flagpole in 1912; and its dedication is mentioned in the Fort Totten Review, a newspaper published by the students. Its total design, a pole atop a metal windmill tower, is a reflection of the goal of the Industrial Boarding School toward training in Agricultural and Citizenship pursuits, and to my awareness, is unique to Fort Totten alone.

The gymnasium occupies the site of one of the four barracks buildings of the fort. That barracks was torn down and replaced by what has been noted by many visitors to the site as "the largest gymnasium in the state, for playing floor surface, at the time of its construction (early 1920's), except for the one at Harvey, ND., which had a larger seating capacity." The physical remains of this structure reveals much about the status of Sports activities in schools during this era. Practically every former student that returns to the site has a reflection of experiences at this gymnasium. Many are the stories of championship basketball teams; girls volley ball teams; and cheerleader squads at the gymnasium building where the happiest experiences in former student memories appear to have occurred.

The gymnasium structure featured a pressed metal ceiling, and a pressed metal shingle roof covering. However, it became necessary to replace all but a tiny segment of this roofing material during the summer of 1987. At that time the economic situation in North Dakota did not allow for exact replication of the original roofing material for a restoration project, but instead only allowed for the installation of a rolled roof covering to prevent massive water leakage (and the resultant acceleration of building decay). However, a short time later the new roof covering blew off in a series of severe wind storms, and the State Historical Society of North Dakota—to date—has been unable to generate any funding to secure this roof from the elements.

In fact, several other buildings are repositories of pressed metal ceilings and wall coverings that were popular in the early 1900's, and applied by the students and staff of the school as part of the Industrial education. Thus, Fort Totten Historic Site is one of the major repositories of such pressed metal coverings.

Another structure of National importance because of its implementation of the Federal policies of Indian Education is the main classroom building, which was located in one of the former soldier barracks. With the Assembly Hall and classroom additions this structure is a repository of information both for the boarding school and military occupations. In order to insure the survival of this structure the State Historical Society of North Dakota has entered into annual contractual arrangements with the Fort Totten Little Theater for presentation of theatrical productions, as well as utilizing additional rooms for display purposes, such as the classroom display which utilizes the last student desks used at the school.

COMMENTS ON THE POTENTIAL FOR INTERPRETATION OF THE DUAL ROLES OF FORT TOTTEN HERITAGE

Because all of the buildings except the gymnasium (which is a later frame structure) were constructed of locally made kiln-fired bricks it became necessary for the military to paint these structures to seal out the elements. Military colors for the buildings were Grey with Quartermaster Red trim. When the Indian Industrial Boarding School opened, the necessity of painting the buildings was continued, and contributed to the Industrial Education of the youth as painters. However, after ca. 1904 the U.S. Government adopted the standard color of white with green trim. This coloring combination has provided the key to indication of building restoration projects at Fort Totten Historic Site. The master planning (which, of course could be changed through this proposed legislation) currently calls for the restoration of the exterior of all buildings except the gymnasium and classroom building to be restored to the original military look. The interior spaces may then be segregated and used to interpret both the military and the Boarding school heritage. The adjacent locations of the metal flagstaff, gymnasium, and main classroom buildings in one corner of the site would make it convenient to allow the exterior to remain with the exterior colors of white with green trim to highlight the Boarding School era.

COMMENTS ON THE NECESSITY OF FEDERAL INVOLVEMENT IN THE HISTORIC PRESERVATION AND INTERPRETATION OF THE HISTORIC RESOURCE OF FORT TOTTEN HISTORIC SITE

I hope that through the above comments I have been able to clarify the importance of Fort Totten as a microcosm which provides an understanding of the continuum of a variety of major themes in U.S. History.

It must also be understood as an important aspect of the development of the entire region of Devils Lake as a "destination point" in the tourism industry. Fort Totten's location next to the major year-round recreational resources of Devils Lake itself, developing State Park and Resort areas with a recent archaeological site identification, the nearby location of Sully's Hill National Wildlife Preserve, and the potential for the Devils Lake Sioux Tribe to develop related tourism industries must be taken into consideration when determining the importance of this proposed legislation. It should also be pointed out that there is a good transportation infrastructure consisting of paved roads, nearby Amtrak and Commuter Airline services.

The State Historical Society of North Dakota has been committed from 1960 until the present in an endeavor to protect and, when possible through a combination of funding sources and other resources, restore the structures at Fort Totten. It has been further committed to interpreting the importance of the Fort's reflection of several major themes of U.S. History—all of which had its effects upon State history, but nevertheless, more important to National heritage considerations.

During my personal professional career I have visited over 50 sites that have been variously designated as National Historical Parks; National Monuments; National Military Parks; National Battlefields; Battlefield Parks; and National Historic Parks as identified on pages 252 through 257 of the book, "The National Park Service" by William C. Everhart (1972). I have even had the pleasure of working, for brief periods, at some of them. In addition, I have worked at a site operated by the State of Nebraska for over twenty-one years which was designated as a National Landmark, as well as at a site of lesser ranking importance which merited, despite the pride of the local community and the state in the resource, only listing in the National Register of Historic Places. As a long time member of American Association for State and Local History, Council on America's Military Past, American Association of Museums, Mountain-Plains Museums Association, and the Order of the Indian Wars, I have had opportunity to visit and study many additional sites connected with national, state, and local history. I therefore believe that I have a special awareness for the differences of criteria for the designation of such sites. Based upon this background, I am especially aware of the uniqueness and the special character of the historical resources that currently exist at Fort Totten Historic Site, and I am extremely concerned at the possibility of the accelerating pace of the deterioration of this enormous resource. I have devoted the majority of my adult life to Historic Site/Museum work, and I am fully cognizant of the concerns of the National Park Service and others not to dilute the "specialness" of site designations.

I am aware that some attempts have been made in the past to designate Fort Totten Historic Site either as a Registered National Landmark (a higher priority of significance than its present listing in the National Register of Historic Places) and/or a National Historic Site. For various reasons those efforts have failed in the past. However, I believe that, in light of more recent research, and the ravages of time on the historic resource, it is now more imperative than ever to support efforts to nominate the site for National Historic Landmark status, and designate Fort Totten as a National Historic Site.

CHRONOLOGY OF FORT TOTTEN HISTORY

Researched and Compiled by Vance E. Nelson

July 1867: Men of 31st U.S. Infantry, Companies A, D, and K establish Fort Totten on south Shore of Devils Lake, Dakota Territory. 250 Wahpeton, Sisseton and Cuthead Sioux come to Fort area to establish reservation. Waneta and Iron Cloud are some of the Indian leaders.

1868-1873: Location of Fort Totten moved slightly, and construction of permanent brick buildings is accomplished.

1870: Devils Lake Sioux Agency (reservation) established. Move into old wood Fort buildings 1871. William H. Forbes, 1st Agent.

1874: Order of the Gray Nuns (Sisters of Charity) of Montreal,establish a school seven miles from Fort Totten.

June, 1876: Battle at Little Bighorn, Montana. Companies E & L, 7th U.S. Cavalry, including private Peter Michael Vetter and four officers, under Custer's direct command, were killed. Indian people from Devils Lake Sioux Tribe Agency were not involved in the conflict.

1877: Fort Totten's Indian Agent, James McLaughlin, lobbied for removal of military presence, as he believed the presence of soldiers hindered efforts to encourage cultural change among the Indian population. (See McLaughlin's desk at the Pioneer Daughter's Museum.)

1877: Indian Police Force, Devils Lake Sioux Reservation established.

1881: Indian Agent John Crawsle lobbied strenuously for expansion of the Agency School, established in 1874.

1882: "Creelsburg" established. Named in honor of a Fort Totten Soldier.

1883: Town name changed to "Devils Lake".

1883: Great Northern Railway reached Devils Lake.

1883: Jan.—Construction of Minnie H. Steamboat for service on Devils Lake.

1883: July 4—First trip to Devils Lake.

1883: The St. Paul & Minneapolis & Manitoba railroad locomotive "General Crooks" arrives in town of Devils Lake.

1890: Mission school placed under jurisdiction of U.S. Gov't. Catholic Gray Nuns became Federal employees.

Dec. 31, 1890: Detachment of 10 soldiers, 1 officer, 3rd Infantry, close military operations at Fort Totten.

Jan. 1891: Fort Totten industrial Training School occupies old military fort buildings. William F. Canfield, first Superintendent.

1892: July 6-12—Establishment of First Chautauqua in North Dakota, located on east shore of Creel Bay, Devils Lake, now known as Lakewood.

1903: School Superintendency, Sully's Hill National Park Superintendency, and BIA Agent combined into one position.

1913: Sully's Hill decommissioned from National Park status and transferred to US Fish and Wildlife Service for Game Preserve.

1934: Indian Reorganization Act (President F.D. Roosevelt).

1935: Fort Totten Industrial Boarding School closed. Tuberculosis "Preventorium" opened (however this continues educational role at the old school).

1939: "Preventorium" moved to Little Flower Mission, St. Michael.

1940: Fort Totten Community School opened.

1956: North Dakota Class B Basketball Championship team, Fort Totten.

1959: School moved to new building; Fort Buildings closed.

1960: (January) Post transferred by BIA to State of North Dakota; (June) Dedication of Fort Totten State Historic Site attracted thousands.

1961: Pioneer Daughters of the Lake Region move Museum to Fort Totten, State Historic Site.

Dec. 9, 1971: Fort Totten State Historic Site named to the National Register of Historic Places.

1972: Historic American Buildings Survey inventoried the site.

1973: Restoration work begins.

1982: Restoration of Commissary Storehouse completed.

1985: Dedication of Interpretive Center, State Historical Society of N.D., located in restored Commissary storehouse building.

1987: Celebration of 25th Anniversary of Fort Totten Little Theater.

Military units that have served at Fort Totten:

1867-1869—31st US Infantry
1869-1869—22nd US Infantry
1869-1877—20th US infantry
1873-1887—7th US Cavalry
1877-1886—17th US Infantry
1886-1887—5th US infantry
1888-1890—22nd US Infantry
Dec. 1890—Detachment 3rd US infantry close military post.

Senator CONRAD. Thank you very much.

You no doubt have looked at the testimony of the National Park Service.

Mr. NELSON. Yes, I have.

Senator CONRAD. As early as 1966 they were saying that there were no consequential associations with significant people or events to qualify Fort Totten as being "nationally significant." I find in National Park Service literature that it is people or events or themes, and it is really the notion of the theme that is what is being advanced here, am I correct in that?

Mr. NELSON. That is correct, Senator Conrad.

I believe that sometimes things can start out in history, and as you begin to understand the larger pattern, you can see an entire building sometimes. You might compare that to a log structure that is built log upon log upon log with interjoining corners, and sometimes when you concentrate too hard on one interjoining corner and one log, you do not see the whole perspective of the structure, and I believe that that has happened.

We have often concentrated on the military heritage at Fort Totten simply because of the word "fort," and it is much more important, in terms of the role of the military, in its effort to establish peaceful relationship between the Sioux and the Chippewa people and begin the process of assimilation; and then followed Captain Richard Henry Pratt's idea of boarding schools, into bringing Indian people into education.

Senator CONRAD. Are you aware of any facility that is within the National Parks System inventory that tells the story?

Mr. NELSON. No, I am not at this time, Senator Conrad. I am aware of a structure that has received national historic preservation moneys for restoration at Genoa, Nebraska, that relates to Pawnee Indian education as well as some other Indian children, and I am aware of the facility at Carlisle Barracks, which was Captain Richard Henry Pratt's boarding school. This began the whole process of boarding schools, and there is another building in Minnesota that relates to Indian education.

But none of these are currently attempting as the major emphasis, to tell the story of assimilation of Indian children through education and that type of thing.

Senator CONRAD. Representative Mertens, would you like to comment?

Mr. MERTENS. Senator Conrad, I also wanted to take issue with that particular statement in the testimony by the National Parks Service, that a survey in 1966 said—the resulting report found that there were no consequential associations with significant people or events.

I think the Indian people of the United States are significant people, and I think the fort itself, the fact that there never had to be a major battle there, and to show the treatment and what we perceived as the right education for a Nation that we had defeated.

It is probably in the eyes of the beholder and I think we grow a little bit when we take a second look at our history and at least are able to admit that there were two sides to it. I think a very, very good example of that is the battlefield in Montana—Custer. Custer lost that battle, but we named the battlefield after him. I guess it is who is doing the naming. Usually you name the battlefield for the victor.

So I think here again, this is a chance that we have of telling the actual true story of the education that the United States has done to and for the Indian people.

Senator CONRAD. Well, I want to thank you both. I think we have established a rather clear record here today, and I also thank you for the additional materials. This work that was done by the State Historical Society, Fort Totten Military Post and Indian School, I think makes quite clear we are talking about something that goes beyond the importance and the significance of a military facility, and that is certainly clear on the record that has emerged here today, and in addition, these photographs from the early history of the fort showing, obviously, Indian students gathered there when it was in its transition phase.

Mr. **Nelson**. Senator Conrad, if I could point out in that brochure that we put together of the colored photographs, it does show a restoration of the girls' dormitory there, and we did have—that is the one that has the plastic cover.

It did have National Park Service funding for historic preservation and those funds dried up in 1981, I believe, and we had to leave the historic preservation project half, or less, finished, and we have simply not been able to generate the funds that the National Park Service says are available.

Senator **Conrad**. Very good. That makes the point pretty clearly. Again, I want to thank you both. I think the record on this question is very clear and complete now, and we hope the committee will take favorable action in the near future.

The committee will stand adjourned.

[Whereupon, at 3:40 p.m., the hearing was adjourned.]

APPENDIX

ADDITIONAL MATERIAL SUBMITTED FOR THE RECORD

PREPARED STATEMENT OF JOHN F. FISCHBACH, CITY MANAGER, CITY OF VANCOUVER, WA

This statement in support of Senate Bill 2771 is written from the perspective of a newcomer to the City of Vancouver.

My tenure as City Manager began on August 1, 1990. In the short time since, I have been very impressed with the vitality of the Vancouver community and above all, with the enormous potential which the city possesses for achieving world-class stature. Senate Bill 2771 directly addresses this potential.

I characterize the City of Vancouver as a multi-faceted gem. Portions of the gem have been polished by past initiatives, such as the successful rehabilitation of the 21 homes comprising Officers' Row. Other facets of the gem await exposure and development through planned and committed effort in the decade ahead.

The heart of the gemstone is the Columbia River and I am most pleased that the Reserve will encompass a significant portion of the city's waterfront. The Columbia River is the mother of Vancouver's history. It has fed the beauty and nourished the richness of the area. It has been the source of cultural development and the route of exploration and trade. It has been Vancouver's window to the world and remains a vital, economic link to countries of the Pacific Rim.

Planning within the Reserve proper can be effectively integrated with the development of the entire city waterfront to provide public access to an unparalleled historical, educational and recreational asset.

I have chosen to focus briefly on the potential of the waterfront as a means of illustrating how one important feature of the Reserve interrelates with and strengthens the public objectives for adjoining properties. I am equally enthusiastic about all elements of the Reserve legislation

The Vancouver National Historical Reserve will benefit the City of Vancouver. Its significance, however, is not local, but national and international in scope. There is no doubt that in the years ahead, citizens from Japan, Great Britain and the Soviet Union will be among the many enjoying this unique American treasure.

PREPARED STATEMENT OF LEONARD GARFIELD, PRESERVATION PROGRAM COORDINATOR, WASHINGTON STATE OFFICE OF ARCHAEOLOGY AND HISTORIC PRESERVATION, DEPARTMENT OF COMMUNITY DEVELOPMENT, OLYMPIA, WA

I am pleased to speak on behalf of the Washington State Office of Archaeology and Historic Preservation in support of Senate Bill 2771 to create a Vancouver National Historical Reserve.

The proposed Vancouver Reserve has a special place in Washington: Geographically, it is the southern gateway to our state; historically, it is the state's birthplace.

It is also a remarkable focal point for a rich variety of important themes in our history, ranging from the fur trading era to the age of modern aviation. No denser concentration of historic resources exists in Washington State, and few places offer the potential for such special educational opportunities.

The National Park Service has already created an admirable program interpreting the history of the Hudson's Bay Company fort. But the history of the site does not stop there. When the American-Canadian boundary was settled in 1846 at the 49th parallel, the first United States military post north of the Columbia River was soon located near the British at what would be known as Vancouver Barracks.

The Barracks was a point of international contact on the frontier and—in the age of manifest destiny—a firm foothold for the expanding United States. By the early

20th century, the Army base included a pioneer airfield, as well as a full array of fort buildings.

Remarkably, much of the physical reminders of that history remain today. Vancouver Barracks is a well-preserved district that is eligible for listing in the National Register. The adjacent city-owned Officers' Row is one of the most successful rehabilitation projects in the state. And Pearson Airpark is a historical airfield closely associated with the earliest years of commercial and military aviation. Its colorful and important history is just now being fully recognized with a proposed National Register nomination.

The potential for interpreting the complex story of the site is closer at hand than ever before. In part, contemporary geography makes that opportunity possible. The proposed historical reserve is located near Interstate 5, just north of Portland. In addition, the potential excessing of federal property at Vancouver Barracks opens new options.

Currently, however, the only full interpretative program at the site is at Fort Vancouver National Historic Site which focuses exclusively on the Hudson's Bay Company. The surviving elements of Vancouver Barracks, Officers' Row, and Pearson Airpark provide an opportunity for a much broader coordinated interpretive program.

Unfortunately, the present patchwork of public ownership makes a coordinated planning effort difficult. The sometimes conflicting missions of these public agencies can and has caused confusion.

But cooperation can produce dramatic results. For example, when Officers' Row was offered for sale as surplus public property several years ago, Members of Congress intervened to keep the buildings in public ownership. The City of Vancouver acquired the property and did an outstanding job of rehabilitation, adhering to the Secretary of the Interior's standards and working closely with our office and the National Park Service.

As additional parts of Vancouver Barracks are no longer needed for military purposes, there is at present no guarantee that new uses will be as compatible. As the National Park Service learned at Manassas and elsewhere, it is important for public agencies to become actively involved in land use planning for surrounding areas. This is particularly true in rapidly growing areas like Vancouver and metropolitan Portland, at a location so close to a freeway interchange.

Other examples of coordinating federal and local preservation efforts in Washington State have paid off. At Ebey's Landing Historical Reserve on Whidbey Island north of Seattle, the Park Service played a direct role in acquiring development rights and influencing land use decisions. The approach has proven highly successful at a very low cost.

The situation in Vancouver is different, of course, but the lesson can be applied here. The National Park Service, the state, the city and others can be more effective at preserving the broader fabric of our history if they sit down together in a joint planning process.

The Act you are considering promises to do just that for Vancouver's historic district, and Washington State looks forward to participating.

PREPARED STATEMENT OF GLENDA J. CHOATE, HISTORIC PRESERVATION OFFICER, CITY OF VANCOUVER, WA

In 1986, the City of Vancouver, Washington, and Clark County, Washington were designated Certified Local Governments, a National Park Service Program in which local government supports historic preservation in very specific ways. A volunteer heritage commission was established with skills in disciplines that contribute to our historic preservation program and the commission is staffed by a trained preservation professional. The commission maintains inventories of historic sites and structures, local historic registers, manages the National Register Program, serves as a design review body, and oversees local historic preservation activities. In addition, the commission serves to focus our local governments and their resources on specific preservation needs and ensures that all local, state and federal historic preservation law is faithfully observed.

The Board of Directors of the Heritage Trust of Clark County is the local heritage commission for the City of Vancouver and Clark County. Alter careful review of its mandate to promote and serve the cause of historic preservation, the commission unanimously agreed to support and work toward the passage of S. 2771. The decision to support this bill was based on the following information.

The Vancouver National Historical Reserve is a fine example of "layered history" where concurrent and sequential prehistoric and historic events share the same location and often the same time sequence. The historic resources that compose the Reserve are a unique array of contiguous historical sites which together chronicle important steps in the settlement and development of the Pacific Northwest. They include the Fort Vancouver National Historic Site, the site of the Hudson's Bay Company trading post established in 1825; Vancouver Barracks, an active military installation since 1849; Officers Row National Register Historic District; Pearson Airpark, an early United States Army airfield and one of the oldest operating airports in the country; and the Columbia River shoreline, scene of early Native habitation and early explorations.

Reflecting their layered historic origin, all resources are in public ownership but managed and operated by different government units. All are listed on the National Register of Historic Places, have been determined eligible for the National Register, or a National Register nomination is in progress. Individually each stands on its own merits and is a unique historical resource. With the Reserve designation, collectively their significance will be greatly enhanced and serve to complement each and give history new dimensions. Their value as a treasured resource will help to place history in context and the exploration, settlement and development of the Pacific Northwest can be interpreted in new ways.

The long term management and preservation of these historic resources is best served by a partnership working as a Reserve Commission serving in the public interest. A partnership of local, state, and federal agencies working cooperatively together as a Commission to meet the needs of the new century and the changing role of governments. The reserve will focus energies toward a common goal and be a first priority for all involved. Not only is preservation enhanced but the resources as a reserve will realize their full potential as educational and interpretive tools of history for our citizens.

The City of Vancouver has an excellent track record in historic preservation. By developing creative partnerships, the City rehabilitated Officers' Row, twenty-one former military officer's quarters, at a cost of $10,000,000. Under the guidance of the Heritage Trust acting as the local design review commission, the State Historic Preservation Officer, and the National Park Service, the project met the Secretary of Interior's Standards For Rehabilitation and today is a model for cooperative endeavor by local, state, and federal authorities. This was done in a manner consistent with the National Park Service's objectives for preserving historical resources.

Technical expertise is available to support the work of the Reserve Commission on the local level under the direct supervision of the State Historic Preservation Officer. The work of the Reserve Commission to meet its Congressional mandate will provide the framework for new beginnings, new friendships, and a dynamic partnership. Federal, state, and local laws exist to guide our work on the reserve and there is experience within all agencies to meet these stringent guidelines.

In supporting the designation of the Vancouver National Historical Reserve, the Heritage Trust is serving the cause of historic preservation as mandated in 1966 by the United States Congress in the National Historic Preservation Act. We urge your support of this legislation so that we may form a partnership to work cooperatively in the public interest for the cause of historic preservation. Help us to plan for a new future using the heritage of our past.

PREPARED STATEMENT OF JOHN P. WULLE, CHAIRMAN, PEARSON AIRPARK HISTORICAL SOCIETY, CITY OF VANCOUVER, WA

Since the advent of manned flight, Pearson Airpark has been in the forefront of aviation development in the U.S. Pearson's first aviation use can be traced to the first crossing by air of the Columbia River by aviator Lincoln Beachey. Beachey's first landing at the site in 1905 qualifies Pearson Airpark as the oldest operating airfield in the U.S. Following this beginning, early aviators were attracted to the site because it was a grassy polo field associated with the Vancouver Barracks of the U.S. Army.

By 1912, this site was known along the entire U.S. Pacific Coast as the center of experimentation in aviation, making Pearson the cradle of aviation in the West as new aviators explored the frontiers of flight. The Ellsworth Equilibrator, an early "auto pilot," was tested in 1911. Pearson was also the site of the first airmail flight in the Northwest and the first flight by women.

During World War I, the aviation field was utilized as an Army airfield and a staging area for troops mustered in the Northwest. The U.S. Army spruce mill was also located on the site and provided 137 million feet of lumber and employed 30,000 workers. The lumber produced by the mill was utilized to construct aircraft for the Allied war effort. Following the war, the army trained flyers for the fledgling aviation section of the Signal Corps. Later, the name was changed to U.S. Army Air Service and the aviation field became home to the 321st Observation Squadron. Lt. Oakley Kelly, first man to fly non-stop coast-to-coast, and commander of the Pearson Air Squadron, was a key figure in the promoting military and commercial aviation development in the nation.

On September 16, 1925, the United States Army dedicated the airfield to honor Lt. Alexander Pearson. Pearson grew up in the Vancouver area and had an exemplary flying record. Among his achievements were as winner of the speed record for the first coast-to-coast air race and holder of numerous other air records. In recognition of his skill, he was selected by Department of the Interior to make the first flights into the Grand Canyon. Lt. Pearson died while practicing for the 1924 Pulitzer Race. A memorial stands in his honor in front of the old squadron headquarters which still remains on the airfield.

By 1926, Pearson Field, which was joined with the civilian airfield located east of the barracks, was the center of military aviation and commercial aviation development. Airlines such as Pacific Air Transport and Varney Airlines were based at the field. These two companies would later be joined with two others to form the present day United Airlines. By 1929, Pearson was a busy military and civilian airport. Many famous U.S. aviators kept Pearson and Vancouver in the public spotlight. Charles Lindbergh, Jimmy Doolittle, Martin Jensen, Danny Grecco, Oakley Kelly, and Tex Rankin, to name a few, operated from the airfield.

With all this history, several events stand out in Pearson's past. In 1924, the first round-the-world flight by the United States Army utilized Pearson field as a stop to make the flight possible. Unique to Pearson, two landings by Russian aircraft on U.S. soil occurred there in 1929 and 1937. The 1929 flight was a goodwill tour with diplomatic stops along the way. The latter of the two flights was the first transpolar flight between Moscow and Vancouver by the gallant crew in their ANT-25. The flight took 63 hours, 16 minutes, landing on June 20, 1937. This event is commemorated by a monument at the airfield.

Today, Pearson Airpark stands as an important historic resource which must be preserved, protected, and enhanced. In 1988, Pearson's historic heritage was commemorated and displayed with the opening of Pearson Air Museum, a nonprofit museum located on the airfield. Over 100,000 people have toured the museum or participated in special event fly-in displays of historic aircraft. The City of Vancouver, Pearson Airpark Historical Society, Heritage Trust of Clark County, and the State of Washington are cooperatively working to develop the air museum and historic flying field planned for the site. S. 2771 will ratify these cooperative efforts and will make the federal government a cooperating member in the development of all of our historic resources located in this area.

The Pearson Airpark Master Plan calls for the enhancement of Ft. Vancouver and redevelopment of Pearson Airpark as an historic flying field. Under the plan, commercial aviation activities will be relocated to the eastern half of the airfield. Hangars, which are adjacent to Ft. Vancouver, will be relocated and visual transition between the two sites will be achieved through the planting of vegetation and other enhancements which will assist the National Park Service in the development of the Ft. Vancouver site.

Pearson Air Museum will also be relocated into historic buildings. The squadron headquarters (circa 1918) will become an aviator's hall of fame. The oldest wooden hangar still in use in the nation will be restored and joined to a rebuilt historic hangar and become the new home for the air museum. In the future, families visiting the site will be able to see aircraft on display in the museum, as well as experiencing operating historic antique aircraft. Continued flight operations will also provide a revenue source for the historic development.

S. 2771 is a compromise bill whose framework provides for cooperation and mutual support in the development of all of the historic resources in the area. It permits the development of historic Pearson Airpark. In addition to providing a place to operate historic aircraft, the airfield will provide revenue sources for historic development which do not require the expenditure of tax money. It permits enhancement of Ft. Vancouver and assists the National Park Service in development of the site. It provides for a smoother mechanism to transfer property between the various governmental agencies. Finally, it guarantees that all the historic resources of the area will be enhanced, improved and preserved for future generations to experience and enjoy.

National Parks and Conservation Association,
Washington, DC, September 20, 1990.

Hon. Dale Bumpers,
Chairman, Subcommittee on Public Lands, National Parks and Forests, Senate Dirksen Office Building, Washington, DC.

Dear Senator Bumpers: On behalf of the National Parks and Conservation Association (NPCA), a non-profit membership organization with 200,000 members founded 70 years ago, we wish to offer for the hearing record these comments on Senate Bill 2771, legislation seeking to establish the Vancouver National Historical Reserve. While we do not support this bill in its present form, we would like to suggest some alternative approaches that would make this legislation more supportable.

Fort Vancouver National Historic Site lies on the north bank of the Columbia River within the corporate limits of the city of Vancouver, Washington. In 1948 (amended 1961) the area was established "to preserve . . . the site of the old Hudson's Bay Company stockade . . . (and) for the purpose of preserving certain historic properties associated with the Fort. . . ." Senate report language also provided that not only should the Fort be preserved but "sufficient surrounding land to preserve the historical features of the area . . . for the benefit of the people of the United States."

In an effort to satisfy this legislative mandate, the National Park Service was authorized in 1961 to accept excess federally owned lands; some lands belonging to the U.S. Coast Guard along the Columbia River were transferred to the National Park Service. Then, in 1972, at the behest of Congresswomen Julia Butler Hansen, then Chairman of the House Interior Appropriations Subcommittee, the federal government, which had payed for the construction of the army airfield in the first place and had donated the lands to the city in the 1940's, spent $544,500 for 72.57 acres and bought these lands back again for national park purposes; the National Park Service, in turn then granted the city a 30-year special use permit that permitted the continued use of the land for an Airpark until the year 2002.

In addition to the park's enabling legislation and efforts by congressional representatives to enhance the integrity of the site, the park's approved General Management Plan (GMP) also provides clear direction for the site. In its effort to manage this unit, the National Park Service is to "maintain in perpetuity the site of this early center of economic, cultural and military development in the Pacific Northwest and make it clear to all visitors the important part played by fur trade at Fort Vancouver in our nation's growth." In order to realize these objectives, the GMP calls for the National Park Service to negotiate with the city of Vancouver to move aircraft and hangers that are now adjacent to the fort. It calls for the restoration of Fifth Street to a historic wagon road (thus enhancing the historic scene and the area's open-space quality) preserve the parade ground and create a waterfront greenbelt. All of these objectives should be realized and can be without additional legislative authority.

Mr. Chairman, while there are certain provisions of S. 2771 that are laudable (i.e. establishing a formalized approach for cooperative management and planning between a wide variety of historical entities), the legislation as presently drafted, dramatically alters this Congressionally mandated and administratively sanctioned direction for Fort Vancouver National Historic Site. Most notably, this legislation seeks to cancel the previously agreed to time frame for restoration of the historic scene by extending the Pearson Airpark agreement until the year 2050. We also note that the federal government built the army base originally and then donated improvements and lands to the city then purchased these facilities and lands back for over a half million dollars. This legislation now seeks to continue what appears to be an incompatible national park use and at this time we see little justification to extend such an incompatible use beyond the year 2002. Furthermore, should an extension of the Airpark agreement with the federal government be authorized the National Park Service should be justly compensated for the $544,500 it has already payed for the land in anticipation of realizing its restoration. Since the National Park Service will have lost the use of the land it purchased for yet another 50 years, the city should compensate the National Park Service based on an amortization payment schedule (covering the years 2002 through 2050) computed at the lands present and anticipated fair market value.

Mr. Chairman NPCA's primary concern is to see that Fort Vancouver NHS is preserved as intended by Congress, to be preserved as an area illustrative of aspects of western history (with particular emphasis on exploration and settlement of the Columbia River and the story of the fur trade) and protected from potential commercial/industrial development and incompatible privatization along its boundaries.

The objective of preserving the historic scene to its time period of greatest significance should not be abandoned.

With this objective in mind, we believe establishment of the "Vancouver National Historical Reserve" is premature. In short, we believe this legislation should be rewritten as an authorizing bill for an "Alternative Futures" study.

Before any "Reserve" is designated, there is a need for a basic inventory and assessment of the historic significance of the various resources suggested to be included in the Reserve. Diverse historic resources possessing local, regional and state significance similar to those found in the vicinity of Fort Vancouver are manifested in thousands of communities across the nation. But in order to justify an enhanced federal role and responsibility for the preservation of such resources, a sufficient number of these resources must be deemed nationally significant, otherwise they do not warrant designation as unit of the National Park System. Short of a determination by the State Historic Preservation Office that the Pearson Airpark is "eligible for listing on the National Register," to our knowledge, there has been no formal determination of the proposed "Reserve" boundary as a National Register property let alone a National Historic Landmark. This designation in our view, should be the litmus test for determination of the property's "national significance" and used as the basis for a determination as to whether or not the resource is of national park quality. To our knowledge there also has not been an adequate assessment of the area's archaeological values.

Mr. Chairman, a high priority objective for any study should be an assessment of the interpretive opportunities available on lands adjacent to the Fort. We have concerns about the present minimal interpretive opportunities offered to the public at the Officers Row complex. If this area is to be a visitor destination point, there is a need for additional quality interpretive opportunities. The Grant house is but one example; once a museum, the area was converted into a restaurant (its present use as a restaurant apparently is uneconomic) and now the city is engaging in discussions about turning the historic house into a private club thus further restricting public access. In addition to examining the Officers Row complex, we believe the study should assess preservation and interpretive alternatives for the Vancouver barracks (which may be excessed by the Army in the near future), as well as the Pearson Airpark and the private aviation historical museum.

The Alternatives study should directly address the airstrip issue. We see at least three possible alternatives: restore the landscape to its fur-trade era appearance as currently envisioned in law; continue the operation of a regional small plane airport to the detriment of the resource; close the regional air facility and have the airstrip function as a historic aviation demonstration site.

There are several specific provisions in this legislation we find particularly objectionable. The establishment of a "Coordinating Commission" with decision making authority over National Park lands is of great concern. We note that even though the federal government is the majority landholder, it retains a minority representation of votes on the Commission. If there is a desire to establish a Commission, it should be an "Advisory Commission" to the Director of the National Park Service. It should be comprised of not just federal, state, city and county officials and representatives of the regional development community, but a Commission whose representation includes recognized experts in the fields of preservation planning, western and aviation history, archaeology and national park planning.

We also have great concern about provisions of the bill which relate to the powers vested in the Commission. This Section appears to authorize transfer of ownership or management responsibility of "properties within the Reserve" to another member of the Commission simply upon a majority vote of the Commission.

NPCA opposes any effort to transfer ownership or surrender management responsibility of any federal property including National Park Service or Army property (i.e. the Vancouver Barracks) to the city or any other non-federal entity unless specifically sanctioned by Congress and approved by the Secretary of the Interior based on a favorable recommendation by the National Park System Advisory Board.

Mr. Chairman, we recognize that in the vicinity of the Fort, there is a unique array of contiguous historical sites which relate to the settlement and development of the Pacific Northwest. We believe the National Park Service should play the central role in facilitating the planning, coordination and compatible management within a nationally significant federally designated historic district. And we believe the NPS already has sufficient authority to assist in the development of a "partnership park" through existing authorities.

To summarize our position with regard to this legislation: first, we oppose the establishment of a "Coordinating Commission" at this time but support the establishment of an "Advisory Commission" with an expanded membership to include resource professionals. Second, this Commission should advise the Director on the preparation of the Alternatives Study after which a cooperative Management Plan may be prepared. Third, we see little need for many provisions outlined in this bill, but would support specific language empowering the National Park Service to accept title (following publication in the *Federal Register* of a boundary revision) to all federal property adjacent to the Fort that currently is managed by the Department of the Army at such time as the army deems it excess.

Mr. Chairman, thank you for providing us the opportunity to present our views.

Sincerely,

BRUCE CRAIG,
Cultural Resources Program Manager.

STATE OF NORTH DAKOTA,
OFFICE OF THE GOVERNOR,
Bismarck, ND, September 17, 1990.

Hon. KENT CONRAD,
United States Senator, Washington, DC.

DEAR KENT: I am pleased to support S. 2802 to establish Fort Totten as a National Historic Site.

It is of great importance that the Indian education theme associated with Fort Totten be recognized and retained among both professional historians and our North Dakota citizens.

Fort Totten is a historic site that has been preserved with a great amount of care. It is a unique site with a tremendous amount of Native American historic value.

I strongly urge you to support S. 2802, an act cited as the Fort Totten National Historic Site Act.

Thank you for your consideration and support.

Sincerely,

GEORGE A. SKINNER,
Governor.

NATIONAL COORDINATING COMMITTEE
FOR THE PROMOTION OF HISTORY,
Washington, DC, September 20, 1990.

Hon. DALE BUMPERS,
Chairman, Subcommittee on Public Lands, National Parks and Forests, Washington, DC.

DEAR SENATOR BUMPERS: On behalf of the fifty member organizations of the National Coordinating Committee for the Promotion of History, which is composed of this nation's major professional historical organizations, I am writing to support legislation to authorize the National Park Service to acquire and manage the Mary McLeod Bethune Council House National Historic Site. I understand that the Senate will soon be considering H.R. 5084 which deals with this matter.

Mary McLeod Bethune who lived from 1875 to 1955 is one of the great women in American history and one of the great African American leaders. As founder of Bethune-Cookman College, she served as president of that institution from 1904 to 1942. She had leading offices in professional organizations and was a founder and President of the National Association of Colored Women's Clubs and founder and president of the National Council of Negro Women, an organization representing over one million women. She was a special advisor on minority affairs to President Franklin D. Roosevelt and served as a consultant at the Conference to Draft the United Nations Charter. The distinguished historian of American women's history, Gerda Lerner, wrote about Bethune stating: "her organizational genius, indomitable energy and spirit, her considerable talent as a speaker and writer were dedicated to one single aim, the improvement of opportunities for every black child."

This legislation is not only designed to preserve and interpret the life and work of Mary McLeod Bethune but also to preserve and interpret the history, lives, and contributions of African-American women and the struggle for civil rights in the United States.

We urge the Senate to move quickly to adopt legislation to authorize the National Park Service to acquire and manage the Mary McLeod Bethune Council House in

Washington, DC. If you have any questions about the significance of this historic site, I would be happy to meet with you to discuss it.

Sincerely,

PAGE PUTNAM MILLER,
Director.

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